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## LEGISLATIVE HISTORY

Public Law 86-657  
H. R. 10495

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## INDEX AND SUMMARY OF H. R. 10495

Feb. 17, 1960	Rep. Fallon introduced H. R. 10495 which was referred to the House Public Works Committee. Print of bill as introduced.
Mar. 16, 1960	House subcommittee reported H. R. 10495 to the full committee.
Apr. 6, 1960	House committee voted to report (but did not actually report) H. R. 10495.
Apr. 21, 1960	House committee reported H. R. 10495 with amendments. H. Report No. 1546. Print of bill and report.
May 4, 1960	Rules Committee reported resolution for the consideration of(H. Res. 520, H. Rept. No. 1588).
May 12, 1960	House passed H. R. 10495 with amendments.
May 13, 1960	H. R. 10495 was referred to the Senate Public Works Committee. Print of bill as referred.
June 22, 1960	Senate committee voted to report (but did not actually report) H. R. 10495.
June 24, 1960	Senate committee reported H. R. 10495 with amendments. S. Report No. 1725. Print of bill and report.
June 28, 1960	Senate made H. R. 10495 its unfinished business.
June 29, 1960	Senate passed H. R. 10495 with amendments.
	- Senate conferees were appointed.
June 30, 1960	House conferees were appointed.
July 1, 1960	House received conference report on H. R. 10495. H. Report No. 2080. Print of report.
July 2, 1960	Both Houses agreed to the conference report on H. R. 10495.
July 14, 1960	Approved: Public Law 86-657.



DIGEST OF PUBLIC LAW 86-657

FEDERAL HIGHWAY ACT OF 1960. Authorizes appropriations for Federal highways, including \$33,000,000 for forest highways for each of the fiscal years 1962 and 1963, and \$35,000,000 and \$40,000,000 for the fiscal years 1962 and 1963, respectively, for forest development roads and trails.







86TH CONGRESS  
2D SESSION

**H. R. 10495**

# H. R. 10495

## IN THE HOUSE OF REPRESENTATIVES

FEBRUARY 17, 1960

Mr. FALLON introduced the following bill; which was referred to the Committee on Public Works

# A BILL

To authorize appropriations for the fiscal years 1962 and 1963 for the construction of certain highways in accordance with title 23 of the United States Code, and for other purposes.

1       *Be it enacted by the Senate and House of Representa-*  
2       *tives of the United States of America in Congress assembled,*

3 SHORT TITLE

SECTION 1. This Act may be cited as the “Federal Highway Act of 1960”.

## 6 AUTHORIZATIONS

7 SEC. 2. For the purpose of carrying out the provisions  
8 of title 23 of the United States Code the following sums are  
9 hereby authorized to be appropriated:

10 (1) For the Federal-aid primary system and the Fed-



1 eral-aid secondary system and for their extension within  
2 urban areas, \$925,000,000 for the fiscal year ending June  
3 30, 1962, and \$925,000,000 for the fiscal year ending June  
4 30, 1963. The sums authorized in this paragraph for each  
5 fiscal year shall be available for expenditure as follows:

6 (A) 45 per centum for projects under the Federal-  
7 aid primary system;

8 (B) 30 per centum for projects on the Federal-aid  
9 secondary system;

10 (C) 25 per centum for projects on extensions of  
11 Federal-aid primary and Federal-aid secondary systems  
12 within urban areas.

13 (2) For forest highways, \$33,000,000 for the fiscal  
14 year ending June 30, 1962, and \$33,000,000 for the fiscal  
15 year ending June 30, 1963.

16 (3) For forest development roads and trails, \$30,000,-  
17 000 for the fiscal year ending June 30, 1962, and \$30,000,-  
18 000 for the fiscal year ending June 30, 1963.

19 (4) For park roads and trails, \$18,000,000 for the  
20 fiscal year ending June 30, 1962, and \$18,000,000 for the  
21 fiscal year ending June 30, 1963.

22 (5) For parkways, \$16,000,000 for the fiscal year  
23 ending June 30, 1962, and \$16,000,000 for the fiscal year  
24 ending June 30, 1963.

25 (6) For Indian reservation roads and bridges, \$12,000,-



1 000 for the fiscal year ending June 30, 1962, and \$12,000,-  
2 000 for the fiscal year ending June 30, 1963.

3 (7) For public lands highways, \$3,000,000 for the  
4 fiscal year ending June 30, 1962, and \$3,000,000 for the  
5 fiscal year ending June 30, 1963.

#### 6 DEFINITIONS

7 SEC. 3. For the purposes of section 2 of this Act each  
8 of the following terms shall have the same meaning as is  
9 given it in section 101 of title 23 of the United States Code:

- 10 (1) Forest development roads and trails;  
11 (2) Forest highway;  
12 (3) Indian reservation roads and bridges;  
13 (4) Park roads and trails;  
14 (5) Parkway;  
15 (6) Public lands highways;  
16 (7) Federal-aid primary system;  
17 (8) Federal-aid secondary system;  
18 (9) Urban area.

#### 19 AMENDMENTS TO TITLE 23

20 SEC. 4. (a) Subsection (c) of section 129 of title 23,  
21 United States Code, is amended by striking out "under prior  
22 Acts".

23 (b) The first sentence of section 203 of title 23, United  
24 States Code, is amended by striking out "Funds now au-  
25 thorized" and inserting in lieu thereof "Funds authorized".

86TH CONGRESS  
2D Session

H. R. 10495

## A BILL

To authorize appropriations for the fiscal years 1962 and 1963 for the construction of certain highways in accordance with title 23 of the United States Code, and for other purposes.

By Mr. FAIRLON

FEBRUARY 17, 1960

Referred to the Committee on Public Works





# Digest of CONGRESSIONAL PROCEEDINGS

OF INTEREST TO THE DEPARTMENT OF AGRICULTURE

OFFICE OF  
BUDGET AND FINANCE  
  
(For Department  
Staff Only)

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Both Houses received administration's sugar bill. Reps. Michel, Dixon, and others criticized Poage farm bill. Rep. Griffiths criticized this Department for not instituting food stamp plan. Sens. Bennett and Allott introduced and discussed administration's sugar bill.

SENATE

1. SUGAR. Both Houses received from this Department a proposed bill to amend and extend the Sugar Act of 1948; to H. Agriculture and S. Finance Committees. The proposed bill would extend the sugar program for 4 years, until December 31, 1964, and includes a provision authorizing the President to adjust quotas among participating nations as he deems advisable. pp. 5275, 5396
2. SOIL BANK. Both Houses received from this Department a report on the 1959 soil bank conservation reserve program. pp. 5275, 5396
3. FORESTRY; AUDITS. Both Houses received from GAO a report on the review of selected activities of the Portland regional office (region 6) of the Forest Service. pp. 5275, 5396
4. FOREIGN TRADE. Received from the State Department a summary of East-West trade in 1958. p. 5275
5. FINANCIAL REPORT. Received from the Secretary of the Treasury his report on the state of finances for fiscal year 1959. p. 5275



6. AREA REDEVELOPMENT. Received a Mass. General Court resolution urging the enactment of area redevelopment legislation to provide Federal aid to economically depressed areas. p. 5276
7. PATENTS. The Judiciary Committee submitted for printing a report, "Patents, Trademarks, and Copyrights." p. 5277
8. FARM PROGRAM. Sen. <sup>Humphrey</sup> submitted a resolution (S. Res. 291) to authorize the printing as a Senate Document a study, "Using Our Farm Productive Powers for Human Progress and Peace," which was prepared under the direction of Leon Keyserling, former Chairman of the Council of Economic Advisers. Sen. Humphrey stated that the study has a "unique usefulness because of its sweeping portrayal of the facts in a meaningful perspective - the facts about the thrust of our farm technology, about production and consumption, prices and incomes, surpluses and costs." pp. 5277, 5282-3
9. RURAL LIBRARIES. Sen. Humphrey commended and urged extension of the Library Services Act of 1956, stated that the program "has brought tremendous benefits to rural America," and inserted a statement by the director of the Library Division of the Minn. State Department of Education discussing the library services program in that State. pp. 5314-5
10. CONSERVATION; FORESTRY. Sen. Humphrey inserted an article favoring enactment of S. 812, to provide for the establishment of a Youth Conservation Corps to aid in the conservation of natural resources. p. 5315

HOUSE

11. FOREST ROADS. The Roads Subcommittee of the Public Works Committee reported to the full committee, H. R. 10495, to authorize appropriations for the fiscal years 1962 and 1963 for the construction of certain highways, including forest highways and forest development roads and trails. p. D209
12. MINERALS. The Interior and Insular Affairs Committee reported with amendment H. R. 10455, amending several provisions of the Mineral Leasing Act of 1920 (H. Rept. 1401). p. 5396
13. TRANSPORTATION. The Merchant Marine and Fisheries Committee reported without amendment, H. R. 10840, to extend for 1 year, until June 30, 1961, the period during which ocean steamship lines may, with the approval of the Federal Maritime Board, utilize the two-rate system of charging for transportation service (H. Rept. 1403). p. 5396
14. WEATHER. The Merchant Marine and Fisheries Committee reported without amendment S. 2483, to provide flexibility in the performance of certain functions of the Coast and Geodetic Survey and of the Weather Bureau in that it allows the Commerce Department to pay extra money to employees of other departments for weather observations (H. Rept. 1404) p. 5396
15. PUBLIC LANDS. The Interior and Insular Affairs Committee voted to report (but did not actually report) H. R. 8567, to revise the boundaries and change the name of the Fort Laramie National Monument, Wyo.; and H. R. 9142, to provide for the payment of claims of persons who conveyed lands to the U. S. as a basis for lieu selections under the Act of June 4, 1897, and who have not heretofore received the lieu selection or a reconveyance of their lands. p. D209  
This Committee also passed over without prejudice H. R. 982, relating to the issuance of patents to tracts of public land held under color of title, to







# Digest of CONGRESSIONAL PROCEEDINGS

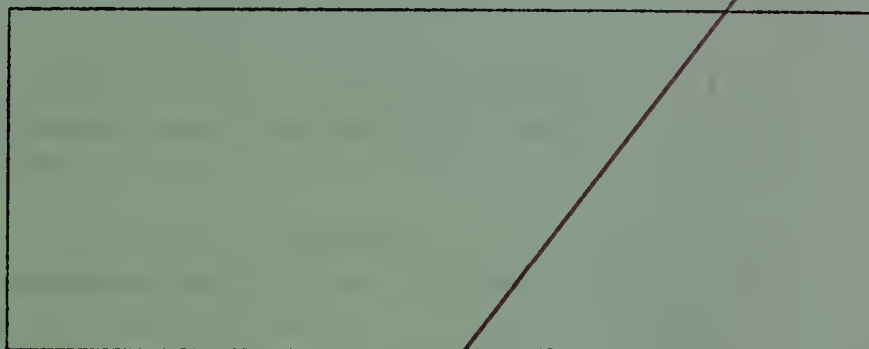
OFFICE OF  
BUDGET AND FINANCE

(For Department  
Staff Only)

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HIGHLIGHTS: House agreed to conference report on second supplemental appropriation bill. Senate committee voted to report bill to expand authority to make additional loans for watershed protection. Rep. McGovern introduced and discussed bill to increase distribution of surplus commodities to needy.

## SENATE

1. WATERSHED PROJECTS. The Agriculture and Forestry Committee voted to report (but did not actually report) with amendments H. R. 4781, to make the provisions of the Watershed Protection and Flood Prevention Act applicable to the 11 major watershed projects included in the watershed improvement programs authorized by the Flood Control Act of 1944. p. D277

The "Daily Digest" states that the committee "approved nine watershed projects in Mississippi, Tennessee, Nebraska, New York, North Dakota, and Virginia," p. D277

2. PERSONNEL. Both Houses received from this Department a proposed bill to include "any officer or employee of the Department of Agriculture assigned to perform investigative, inspection or law enforcement functions" under the law which makes it a Federal offense to assault, threaten, etc., certain Federal personnel in connection with the performance of their duties; to Judiciary Committee. pp. 6868, 6960

3. FARM PROGRAM. Sen. Hickenlooper inserted the address of Sen. Morton at the annual Iowa Republican finance dinner in which he discussed the farm situation and expressed hope that the "Democratic Congress will come forward with constructive farm legislation which would meet the standards outlined by the President" in his farm message. pp. 6921-4  
Received a Calif. Legislature resolution favoring the "enactment of self-help legislation to authorize poultry stabilization and marketing programs and legislation to further family farm development and stabilize such farm income." p. 6868
4. AREA REDEVELOPMENT. Received a resolution from the General Court of Mass. urging Congress "to give early and favorable consideration to the passage of a Federal area redevelopment act." p. 6871
5. FOREIGN TRADE. Sen. Dworshak criticized a proposal of the State Department for "\$900,000 to send delegates to an International Tariff Conference at Geneva," contended that U. S. exports are decreasing and imports increasing, and stated that "It is a debatable question whether there are any advantages for the United States involved in these international negotiations." pp. 6878-9
6. WHEAT. The "Daily Digest" states that the Agriculture and Forestry Committee agreed "to conclude wheat hearings on April 20 and 21." p. D277
7. PUBLICATIONS; ACCOUNTING. Received from the Administrative Assistant Secretary of the Interior a proposed bill "to provide agencies of the Government of the United States with authority to pay in advance for required publications"; to Government Operations Committee. p. 6868
8. NOMINATIONS. Received the nomination of Malcolm M. Willey to be a member of the National Science Board, National Science Foundation. p. 6934

HOUSE

9. SECOND SUPPLEMENTAL APPROPRIATION BILL. Agreed to the conference report on this bill H. R. 10743, and acted on amendments in disagreement (pp. 6937-9). For items of interest to this Department see Digest 62.
10. WATERSHED PROJECTS. Received from the Chairman, House Agriculture Committee, notification of the Committee's approval of watershed projects in Miss., Neb., N. Y., N. D., Tenn., and Va. p. 6935
11. REPORTS. The Government Operations Committee reported with amendment S. 899, to provide for the discontinuance of certain reports now required by law to be submitted to Congress, including reports of this Department. (H. Rept. 1458) p. 6960
12. PROPERTY. The Government Operations Committee reported without amendment H. R. 9983, to extend for two years the period for which payments in lieu of taxes may be made with respect to certain real property transferred by the Reconstruction Finance Corporation and its subsidiaries to other Government departments. p. 6960 (H. Rept. 1457)
13. SUGAR. Rep. Flood urged Congressional support for increasing the Philippine sugar quota. pp. 6957-8
14. ROADS. The Public Works Committee voted to report (but did not actually report) H. R. 10495, to authorize appropriations for the fiscal years 1962



and 1963 for the construction of certain highways, including forest highways and forest development roads and trails. p. D280

15. HAWAII. The Interior and Insular Affairs Committee voted to report with amendment H. R. 10443, to amend certain U. S. laws in light of admission of Hawaii into the Union. The "Daily Digest" states that a "clean bill" is "to be introduced and reported." p. D279

ITEMS IN APPENDIX

16. SALINE WATER. Extension of remarks of Rep. Westland stating that facts indicate that the saline water research program "is off the ground and is moving forward." p. A3028
17. FARM PROGRAM. Extension of remarks of Rep. May inserting the results of a questionnaire sent to her constituents and stating that it reveals that 79.6 percent favor a gradual reduction in Government controls and gradual removal of price supports. p. A3029  
Extension of remarks of Rep. Dixon inserting an article commending the Secretary and stating that it is "an excellent appraisal of a great American and his program." pp. A3029-30
18. CONSERVATION. Extension of remarks of Sen. Wiley commending and inserting a report from M. F. Schweers, SCS, and stating that it reflects the "splendid way in which the conservation program is going forward in Wisconsin." pp. A3034-6
19. WHEAT. Rep. Breeding inserted an address by Otto Amen, president of Western Wheat Associates, in which he described the oversea programs which are carried out in participation with this Department and which are financed by foreign currency accrued under Public Law 480. pp. A3036-8
20. SUBSIDIES; EXPENDITURES. Extension of remarks of Rep. Hogan discussing various subsidy programs of the Federal government, stating that "it is futile to approve or condemn subsidies, however defined, as a whole," the "arguments as to what is and what is not to be interpreted as a subsidy need not be of great concern at this point," and inserting tables of expenditures, including programs of this Department. pp. A3038-41
21. PESTICIDES. Rep. Sheppard inserted an article by Mr. R. L. Rudd of the University of California which supports the method of biological control of pests rather than chemical control. pp. A3042
22. POULTRY. Rep. Dooley inserted a letter from a constituent "concerning the need for appropriating adequate funds to implement the Poultry Products Inspection Act." p. A3049
23. SURPLUS FOODS. Rep. Fulton inserted a letter from the executive director of the Catholic Relief Services, National Catholic Welfare Conference, making "suggestions for the better use and distribution of U. S. surplus foods abroad. pp. A3067-8

BILLS INTRODUCED

24. PERSONNEL. H. R. 11591, H. R. 11599, H. R. 11604, H. R. 11618, and H. R. 11625, to adjust the rates of of basic compensation of certain officers and employees of the Federal Government; to Post Office and Civil Service Committee.  
H. R. 11595, by Rep. Eoley, to equalize increases in annuity for certain employees retired before October 1, 1956, under the Civil Service Retirement Act of May 29, 1930, with the annuities of other employees; to Post Office and Civil Service Committee.  
H. R. 11628, by Rep. Walter, to amend the Subversive Activities Control Act of 1950 so as to provide that any Federal officer or employee who willfully fails or refuses to answer, or falsely answers, certain questions relating to Communist activities, when summoned to appear before certain Federal agencies, shall be removed from his office or employment; to Un-American Activities Committee. Remarks of author pp. 6954-5  
and H. R. 11615, by Rep. Clem Miller,
25. WATERSHEDS. H. R. 11586, by Rep. Baldwin, to amend section 4 of the Watershed Protection and Flood Prevention Act; to Agriculture Committee.
26. LANDS; PROPERTY. S. 3339, by Sen. Kerr, to provide that the Secretary of the Army shall establish a national cemetery in Fort Reno, Okla., on certain lands presently under the jurisdiction of the Secretary of Agriculture; to Agriculture and Forestry Committee.  
H. R. 11607, by Rep. McFall, to provide that the Secretary of Agriculture shall reimburse the occupants of certain cottage sites within the Stanislaus National Forest, Calif., for the cost of moving improvements on such lots to new sites or for the fair market value of such improvements; to Agriculture Committee.  
H. R. 11626, by Rep. Saund, to authorize the classification, segregation, and disposal of public lands, chiefly valuable for urban purposes; to Interior and Insular Affairs Committee.
27. LABELING. H. R. 11588, by Rep. Byrnes, Wisc., to regulate the labeling of hazardous substances for nonmanufacturing purposes; to Interstate and Foreign Commerce Committee.
28. HAWAII. H. R. 11602, by Rep. Inouye, to amend certain laws of the United States in light of the admission of the State of Hawaii into the Union; to Interior and Insular Affairs Committee.
29. POSTAL RATES. H. R. 11603, by Rep. Jackson, to readjust postal rates; to Post Office and Civil Service Committee.
30. SURPLUS COMMODITIES. H. R. 11609, by Rep. McGovern, to broaden the provisions of law governing the distribution of our surplus agricultural commodities to the needy in foreign nations; to Agriculture Committee. Remarks of author. pp. 6958-9

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COMMITTEE HEARINGS ANNOUNCEMENTS:

- Apr. 7: Unfair trade practices in milk marketing, H. Small Business (Forest, AMS, to testify).  
Allott-Cooley bill to revise Farmers Home Administration laws, H. Agriculture (exec).  
Area redevelopment bill, H. Rules.  
Authority of States to control water rights, H. Interior (exec).







# Digest of CONGRESSIONAL PROCEEDINGS

OF INTEREST TO THE DEPARTMENT OF AGRICULTURE

OFFICE OF  
BUDGET AND FINANCE

(For Department  
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**HIGHLIGHTS:** House passed mutual security authorization bill. House committee voted to report bills on multiple use management of national forests, and revision of Farmers Home Administration laws. Senate committee reported Treasury-Post Office appropriation bill. Senator Humphrey criticized administration's management of food-for-peace program.

## HOUSE

1. **MUTUAL SECURITY.** By a vote of 243 to 130, passed with amendments H. R. 11510, the mutual security authorization bill (pp. 7902-39). Rejected an amendment by Rep. Wolf, by a vote of 46 to 93, which would have authorized the President to furnish without charge to the United Nations CCC surplus foods for use in underdeveloped countries (pp. 7920-5); and an amendment by Rep. Gross, 60 to 101, which would have provided that not less than 25 percent of mutual security funds would be used to purchase and make available to needy peoples surplus agricultural commodities produced in the U. S. (pp. 7930-1). (Also see pp. A3471-3)
2. **FARM LOANS; FORESTRY.** The Agriculture Committee voted to report (but did not actually report) the following bills: H. R. 11761, to simplify, consolidate, and improve the authority of the Secretary of Agriculture with respect to Farmers Home Administration loans to farmers and ranchers; and H. R. 10572, with amendment, to authorize and direct that the national forests be managed under principles of multiple use and to produce a sustained yield of products and services. p. D329

3. ROADS. The Public Works Committee reported with amendments H. R. 10495, to authorize appropriations for the fiscal years 1962 and 1963 for the construction of certain highways (as introduced the bill included authorizations for forest highways and forest development roads and trails) (H. Rept. 1546). p. 7968
4. RECLAMATION; IRRIGATION. Passed without amendment S. J. Res. 150, to permit the Secretary of the Interior to continue to deliver water to lands in the 3d Division, Riverton Federal Reclamation project, Wyoming. This measure will now be sent to the President. pp. 7901-2
5. PERSONNEL; COMPENSATION. A subcommittee of the Judiciary Committee voted to report to the full committee H. R. 4271, to validate the salary overpayments made to certain Federal Employees Salary Increase Act of 1955 which were based upon erroneously retroactive wage increases administratively granted in addition to the retroactive salary adjustments authorized under the Act. p. D330
6. COMMERCE APPROPRIATION BILL, 1961. Permission was granted the conferees to file a conference report by midnight Thurs., Apr. 21, on this bill, H. R. 10234. p. 7891
7. COLOR ADDITIVES. The "Daily Digest" states that Secretary Flemming, HEW, who was scheduled to appear before the Interstate and Foreign Commerce Committee "on color additives legislation Friday, April 22, will be heard at a later date." pp. D329-30
8. LEGISLATIVE PROGRAM. Rep. McCormack announced that the legislative program for next week was undetermined. p. 7925
9. ADJOURNED until Mon., Apr. 25. p. 7968

SENATE

10. APPROPRIATIONS. The Appropriations Committee reported with amendments H. R. 10569, the Treasury-Post Office appropriation bill for 1961 (S. Rept. 1282). p. 7858
11. WILDLIFE; RESEARCH. The Interstate and Foreign Commerce Committee reported with amendments S. 1781, to provide for cooperative research and training programs for fish and wildlife resources (S. Rept. 1285). p. 7858
12. SURPLUS FOOD. Sen. Humphrey commended the appointment of Don Paarlberg "as the Food for Peace Administrator," and stated that "I want this Record to note that the administration bitterly opposed that provision in the International Food for Peace Act, S. 1711 ..., " and that "the administration's witnesses appeared before two committees, ... and strongly opposed any change whatsoever in the administrative management of our so-called surplus food program." pp. 7886-7  
Sen. Humphrey inserted his address in which he criticized this Department's refusal to put into operation the pilot food stamp plan and stated that he will "press for enactment" of his proposed bill to establish a mandatory food stamp plan. pp. 7887-9
13. SUGAR. Sens. Dworshak, McNamara, Moss, Allott, and McGee were added as additional cosponsors of S. 3361, to amend and extend the Sugar Act of 1948, as amended. p. 7859



APRIL 13, 1960

86TH CONGRESS	}	HOUSE OF REPRESENTATIVES	}	REPORT
2d Session				No. 1546

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## FEDERAL HIGHWAY ACT OF 1960

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APRIL 21, 1960.—Committed to the Committee of the Whole House on the State of the Union and ordered to be printed

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Mr. FALLON, from the Committee on Public Works, submitted the following

### REPORT

[To accompany H.R. 10495]

The Committee on Public Works, to whom was referred the bill (H.R. 10495) to authorize appropriations for the fiscal years 1962 and 1963 for the construction of certain highways in accordance with title 23 of the United States Code, and for other purposes, having considered the same, report favorably thereon with amendments and recommend that the bill as amended do pass.

The amendments are as follows:

Page 2, beginning on line 16, after the word "trails," strike out "\$30,000,000" and insert in lieu thereof "\$35,000,000".

Page 2, beginning on line 17, after the word "and" strike out "\$30,000,000" and insert in lieu thereof "\$40,000,000".

Page 3, after line 25, insert the following:

(c) The second sentence of subsection (a) of section 205 of title 23, United States Code, is amended by striking out "construction".

(d) Section 210 of title 23, United States Code, is amended by adding at the end thereof the following new subsection:

"(g) If the Secretary shall determine that it is necessary for the expeditious completion of any defense access road project he may advance to any State out of funds appropriated for defense access roads transferred and available to the Department of Commerce the Federal share of the cost of construction thereof to enable the State highway department to make prompt payments for acquisition of rights-of-way, and for the construction as it progresses. The sums so advanced shall be deposited in a special fund by the State official authorized by State law to receive such funds, to be disbursed solely upon vouchers approved by the State

highway department for rights-of-way which have been or are being acquired and for construction which has been actually performed under this section. Upon determination by the Secretary that funds advanced to any State under the provisions of this subsection are no longer required, the amount of the advance which is determined to be in excess of requirements for the project shall be repaid upon his demand, and such repayments shall be returned to the credit of the appropriation from which the funds were advanced."

(e) Section 305 of title 23, United States Code, is amended by striking out "under the Federal-Aid Highway Act of 1956," and inserting in lieu thereof "to carry out this title".

#### THE A-B-C PROGRAM

H.R. 10495 is the usual biennial authorization for the fiscal years of 1962 and 1963 for the A-B-C Federal-aid highway program and for the several classes of Federal domain roads. It is deemed necessary to authorize funds for these fiscal years for both the Federal-aid primary and secondary highway systems and their extensions within urban areas so that the several States may prepare their plans, including the all-important financing arrangements required to match the Federal-aid funds, and to permit apportionment of such funds in accordance with law for future highway construction.

The amount of the funds authorized herein for the A-B-C program for each of the fiscal years ending June 30, 1962, and June 30, 1963, is identical with the amount authorized for the fiscal year ending June 30, 1961. The authorization for fiscal year 1961 provided for \$925 million for the A-B-C program, and H.R. 10495 would provide the same amount for fiscal years 1962 and 1963.

The committee considered carefully several recommendations as to the amount of funds to be made available for the A-B-C program for fiscal years 1962 and 1963. It was aware of the fact that the legislative history of the Federal-Aid Highway Act of 1956 evidences the intention of the Congress that there would be a progressive increase of \$25 million per year in funds authorized for the A-B-C construction until an annual authorization of \$1 billion was reached. It also had before it the proposal of the Secretary of Commerce that, due to the financial condition of the highway trust fund, the authorized figures for the A-B-C program for fiscal year 1962 and fiscal year 1963 should be cut back to \$900 million.

Testimony received by the committee convinced it that the amounts in this bill for the A-B-C program provide an adequate basis for the continuation of this vital program at or near the level contemplated at the time of enactment of the Federal-Aid Highway Act of 1956. In order to be successful this program must be continued on an orderly basis from year to year.

The A-B-C highways extend into every county of the United States. They include both primary and secondary roads, and their extensions within urban areas. The present extent of the primary system is 260,170 miles, including 237,117 miles in rural areas and 22,993 in urban areas. The secondary system, by far the larger of the two in terms of linear miles, consists of 570,399 miles, including 559,248 rural miles and 11,151 urban miles. At the present time the total

A-B-C highways embrace approximately 790,000 miles and carry about 48 percent of the total of all highway traffic in this country.

Traffic on these roads can be expected to increase over the next few years. The traffic estimate for the A-B-C highways over the 15-year period beginning in 1956 points up the fact that rural highways on the primary system will increase 64 percent; rural highways on the secondary system, 58 percent; urban highways on the primary system, 86 percent; urban highways on the secondary system, 75 percent. The overall increase for the A-B-C roads during this period is estimated to be 67 percent. Thus, for every 3 vehicle-miles on the A-B-C roads in 1956 there will be 5 vehicle-miles in 1971. The committee is aware of the fact that these estimates are based upon the expectation that there will be developed an integrated network of highways, of which the Interstate System will be the backbone. It follows, however, that the full utilization of the Interstate System depends on the coordinated development of supplementary roads—feeder and carriers—that is to say the A-B-C highways. It cannot be expected that any substantial percentage of traffic using the Interstate System will originate and terminate directly at interchange points. The roads connecting with the Interstate System will funnel traffic into the Interstate System and distribute traffic leaving the Interstate System to a vast number of destinations. Thus, the committee believes at the present time that authorizations for A-B-C highways and the Interstate System should be kept generally in balance.

The figure of \$925 million authorized for the fiscal years 1962 and 1963 is the minimum figure that can be used at this time to keep the A-B-C program moving at a smooth pace.

The committee believes that further examination of the highway program should be deferred until January 1961, at which time the committee and the Congress will have before it several important reports, including the results of the highway test road that is being built and tested at the present time in Illinois as well as the new estimate of cost of completing the Interstate System. Further, the highly important section 210 study authorized by the Highway Revenue Act of 1956 covering the economic implications of the road program will also be available. The committee hopes at that time to return to an overall general consideration of highway legislation and to look at the possibilities of increasing the authorization for the A-B-C program and its companion interstate program to levels necessary to carry out more completely the intention of Congress at the time of the enactment of Federal-aid Highway Act of 1956.

Under H.R. 10495 there would be authorized \$925 million for the fiscal year 1962 and \$925 million for the fiscal year 1963 for the Federal aid primary and secondary highway systems and extensions thereof within urban areas in the usual 45-30-25 percentage ratio. The following sums will be available for each of the systems:

*Federal-aid systems*

System	1962	1963
Primary (45 percent).....	\$416, 250, 000	\$416, 250, 000
Secondary (30 percent).....	277, 500, 000	277, 500, 000
Urban (25 percent).....	231, 250, 000	231, 250, 000
Total.....	925, 000, 000	925, 000, 000



These funds would be apportioned among the States in the manner now provided by law and would be available for expenditure in the same manner as funds for these highways are made available under present law: that is, for 2 years after the close of the fiscal year for which such funds are authorized. Any apportioned amounts unexpended at the end of such period would lapse.

#### FOREST HIGHWAYS AND FOREST DEVELOPMENT ROADS AND TRAILS

H.R. 10495 deals with the forest highways under the jurisdiction of the Department of Commerce, and forest development roads and trails under jurisdiction of the Department of Agriculture. H.R. 10495 authorizes \$33 million for forest highways for fiscal year 1962 and an identical amount for fiscal year 1963. The committee, however, amended the bill to increase the funds authorized to be appropriated for forest development roads and trails from \$30 million to \$35 million for fiscal year 1962 and from \$30 million to \$40 million for fiscal year 1963.

Testimony of representatives of the Forest Service plus other witnesses convinced the committee that this increase for forest development roads and trails is a necessary one.

The 181-million-acre national forest system is located in 41 States and in Puerto Rico. The Forest Service in the Department of Agriculture administers the several natural resources so that they may be used and enjoyed forever by all of the people of the United States. These forests, under the management concepts of multiple use and sustained yield, provide essential grazing for over 6 million livestock annually; healthful outdoor recreation for 81½ million visitors; 9½ billion board feet of timber for all segments of the forest industry; and is the major source of water for 1,800 towns and cities, including the major metropolitan areas of the West, and for over 600 hydroelectric developments. Over 3 million big-game animals inhabit the national forests and its countless streams and lakes abound with excellent fishing.

The national forests are now a self-supporting enterprise with receipts from the sale of products exceeding \$122 million annually. Last year the Secretary of Agriculture presented to the Congress a "Report on Road Needs in the National Forests" and a "Program for the National Forests." The program for the national forests showed that \$719,600,000 should be invested over the next 12 years to construct and reconstruct 46,000 miles of forest-development roads and 8,000 miles of trails. The report also indicated that annual expenditures approaching \$20,500,000 a year would be eventually required to maintain the expanded road network. Timber purchasers were estimated to construct an additional 44,000 miles of road for which the Forest Service would make reductions in the appraised price of timber totaling \$564 million as the purchasers' share. Timber purchasers similarly would be expected to maintain certain forest roads at an estimated annual reduction in the sale price of timber of \$4½ million.

The Forest Service report showed that, in the aggregate, it had 149,649 miles of existing roads in its network and the planned needs eventually were for an additional 392,600 miles, or a total of 542,249 miles of road, the great bulk of which would be for timber management and utilization.

The program for the national forests shows quite conclusively that its successful implementation will require an adequate system of forest roads and trails, as set forth below:

The presence or lack of access roads has a direct and controlling influence on many phases of forest management, such as the volume of timber that can be marketed; the size, duration, and the distribution of sales within working circles; the level of salvage cutting; protection of national forest resources from fire, insects, and disease; and recreational and forage use.

Financial losses occur every year to the Federal Government through inability to market mature timber now inaccessible but in need of harvesting, and to promptly and completely salvage losses resulting from fire, windstorms, insects, and diseases. As the road and trail system is expanded the revenue to the Government increases, primarily through expanded timber sales. Timber access roads for the national forest system are investments which will pay their own way over a period of years.

The long-range objective is to have and maintain a system of roads and trails to service the national forests adequately at the levels needed to meet expected demands. Such a system will not only make that possible, but will at the same time enhance the value of the timber and other resources being utilized.

Testimony given before the committee by witnesses for the Forest Service supported in its entirety the analysis presented to the Congress last year on the need to implement the program for the national forests. The Department estimated that it could profitably utilize an authorization in 1962 of \$40 million and in 1963 of \$50 million. It also pointed out that under the long-range program it contemplated an authorization rising eventually to \$70 million and continuing at that level from 1965 through 1971. This amount would be in addition to other funds available under title 16, United States Code, section 501 and construction performed by timber purchasers with reductions in the price of timber. Since 1956 the authorizations by this committee have climbed from \$24 million to \$30 million annually. Construction of roads by timber purchasers have risen from 2,100 miles constructed in 1956 to an estimated 4,200 miles to be constructed in 1961.

In making this increase above the amounts presently authorized, the committee has been persuaded by the fact that every cent invested in timber access roads enhances the value of the Federal forests and returns in full the investment made by the Federal Government. The committee has made this increase in order to assure that the Forest Service will proceed to market under sustained yield practices the timber resources in need of prompt management, and to provide for the rapidly increasing recreational use on the national forest system.

#### ROADS AND TRAILS IN NATIONAL PARKS

H.R. 10495 contains provisions for roads and trails in national parks. The sums which would be authorized for these purposes would be \$18 million for fiscal year 1962 and \$18 million for the fiscal year 1963. These amounts are the same as those authorized for fiscal years 1960 and 1961 for this class of highway.



## PARKWAYS

H.R. 10495 authorizes an appropriation of \$16 million for each of the fiscal years 1962 and 1963 for parkways construction. These funds authorized for parkways for the national park system are part of a continuing program known as Mission 66 which is intended to develop the national park system over a 10-year period. The funds authorized for the national parks have been and are to be used to bring the park roads up to modern highway standards. Testimony before the committee indicated that a certain percentage of the funds which the committee intended should be used solely for highway purposes had been diverted to the construction of parkway buildings, utilities, and miscellaneous facilities. A review of the basic legislation for the individual parkways disclosed that such a practice is permissive but not mandatory. The committee believes, however, that the funds appropriated for the National Park Service under the provisions of this bill should be used for highway construction solely and that buildings, utilities, and miscellaneous facilities which have been constructed under prior highway authorizations should be budgeted and prepared under regular "construction" appropriations. In line with this the committee cites the recommendations and the report of the conferees on the Interior Department and Related Agencies Appropriations Act, 1960 (Conference Rept. 545, June 12, 1959), and quotes the pertinent part as follows:

The conferees are in agreement that "buildings and utilities" projects should be constructed under this appropriation item for the construction of parkways only when they are required to make the parkway a usable recreational facility (including such facilities as are required for the proper maintenance and protection of the parkway) and recommend that hereafter other building and utility projects which do not meet this criterion, such as administration buildings, exhibit centers, employee housing, rehabilitation of historical buildings, etc., should be budgeted under the regular "construction" appropriation for buildings, utilities, and other physical facilities.

## INDIAN RESERVATION ROADS

This bill authorizes \$12 million for each of the fiscal years 1962 and 1963 for Indian reservation roads and bridges which is a continuation of this authorization at the same level as provided in the Federal-aid Highway Act of 1958. The committee feels that the authorizations recommended are needed for the continuation of construction and improvement of these roads at present levels.

## PUBLIC LANDS HIGHWAYS

This bill would authorize the appropriation of \$3 million for each of the fiscal years 1962 and 1963 for public lands highways. This amount is the same as that authorized for the fiscal years 1960 and 1961 under the 1958 act and is considered essential to meet the most pressing of the numerous requests for funds for improvement of this class of highways, the great majority of which are already on a Federal-aid highway system.

## TECHNICAL AMENDMENTS

Section 4 of the bill makes certain amendments to title 23 of the United States Code.

Subsection (a) of section 4 of the bill would amend subsection (c) of section 129 of title 23 of the United States Code by deleting the term "under prior acts." Section 129(c) of title 23 relates to the availability of Federal-aid funds for expenditure on projects approaching toll facilities. The result of this proposed deletion would be to eliminate the limited applicability of this subsection to only the expenditure of funds authorized to be appropriated under the Federal-Aid Highway Act of 1958 and previous authorizations.

Subsection (b) of section 4 of the bill would propose to strike the word "now" from the phrase "Funds now authorized" in the first sentence of section 203 of title 23 of the United States Code. Section 203 of title 23, United States Code, relates to the availability of funds for contract for forest highways, forest development roads and trails, park roads and trails, parkways, Indian reservation roads, and public land highways. This proposed deletion would eliminate the limited applicability of this section to only funds authorized prior to the date of enactment of title 23 as substantive law. Thus funds hereafter authorized as well as those which have already been authorized will be available for contract for these classes of roads.

Subsection (c) of section 4 of the bill as proposed to be amended by the committee amends section 205(a) of title 23, United States Code, relating to the authority of the Secretary of Agriculture with respect to forest development roads and trails. Under the law at present "the Secretary of Agriculture may enter into construction contracts with a State or civil subdivision thereof \* \* \*" in connection with such roads and trails. The committee recommends that the word "construction" in the above-quoted portion of subsection (a) immediately preceding the word "contracts" be stricken. The second sentence of section 205(a), relating to contracts for forest development roads and trails, should have the same meaning and construction as the second sentence of section 204(a), relating to contracts for forest highways. Both sections 204(a) and 205(a) have, in fact, the same source in prior law, section 23(a) of the Federal Highway Act of 1921 (42 Stat. 212). At the time of the 1921 act the Bureau of Public Roads was a part of the Department of Agriculture, which had responsibility for construction and maintenance of both forest highways and forest development roads and trails, but when the Bureau was transferred to the Federal Works Agency in 1939, this responsibility with respect to forest development roads and trails remained, of course, with the Department of Agriculture, while that relating to forest highways remained under the Bureau of Public Roads which subsequently became a part of the Department of Commerce in 1949. In view of the source in the law for the second sentence of section 205(a), the committee has recommended this amendment in order that the Secretary of Agriculture clearly may have the same authority to enter into contracts with States or subdivisions thereof with respect to forest development roads and trails as the Secretary of Commerce has with respect to forest highways.

Under subsection (d) of section 4 of the bill as proposed to be amended by the committee, the Secretary of Commerce would be



authorized to advance to any State, out of funds appropriated for defense access roads, the Federal share of the cost of construction of the project to enable the State highway department to make prompt payments for acquisition of rights-of-way and for construction as it progresses. The sums so advanced would be deposited in a special fund by the State official authorized by State law to receive such funds. If the Secretary of Commerce should determine that funds so advanced are no longer required, the amount of the advance determined to be in excess of requirements for the project shall be repaid upon the demand of the Secretary and such repayments would be returned to the credit of the appropriation from which the funds were advanced. The authority contained in this section on defense access roads would be similar to that now applicable to Federal-aid highway projects (23 U.S.C. 124). The committee believes that this provision will be desirable in expediting the completion of defense access roads projects and will enable prompt construction of any improvement that may be requested by defense agencies in event of emergency.

The committee also recommends the amendment of section 305 of title 23, United States Code, relating to archeological and paleontological salvage. This amendment is proposed as subsection (e) of section 4 of the bill. Said section 305 now authorizes the use of funds authorized to be appropriated "under the Federal-Aid Highway Act of 1956" for archeological and paleontological salvage in connection with highway construction. The objectives of this section are desirable and important, and it is considered advantageous to extend the authority granted by the cited section to funds authorized by acts enacted subsequent to 1956. This would be accomplished by the committee's amendment deleting from section 305 the phrase quoted above and inserting in lieu thereof the phrase "to carry out this title."

#### CHANGES IN EXISTING LAW

In compliance with clause 3 of rule XIII of the Rules of the House of Representatives, changes in existing law made by the bill, as introduced, are shown as follows (existing law proposed to be omitted is enclosed in black brackets, existing law in which no change is proposed is shown in roman):

#### SECTION 129(c) AND SECTION 203 OF TITLE 23, UNITED STATES CODE

##### § 129. TOLL ROADS, BRIDGES, AND TUNNELS.

\* \* \* \* \*

(c) Funds authorized [under prior Acts] for expenditure on any of the Federal-aid highway systems, including the Interstate System, shall be available for expenditure on projects approaching any toll road, bridge or tunnel to a point where such project will have some use irrespective of its use for such toll road, bridge or tunnel.

\* \* \* \* \*

##### § 203. AVAILABILITY OF FUNDS.

Funds [now] authorized for forest highways, forest development roads and trails, park roads and trails, parkways, Indian reservation roads, and public lands highways shall be available for contract upon apportionment, or a date not earlier than one year preceding the



beginning of the fiscal year for which authorized if no apportionment is required. Any amount remaining unexpended for a period of two years after the close of the fiscal year for which authorized shall lapse. The Secretary of the Department charged with the administration of such funds is granted authority to incur obligations, approve projects, and enter into contracts under such authorizations and his action in doing so shall be deemed a contractual obligation of the United States for the payment of the cost thereof and such funds shall be deemed to have been expended when so obligated. Any funds heretofore or hereafter authorized for any fiscal year for forest highways, forest development roads and trails, park roads and trails, parkways, Indian roads, and public lands highways shall be deemed to have been expended if a sum equal to the total of the sums authorized for such fiscal year and previous fiscal years since and including the fiscal year ending June 30, 1955, shall have been obligated. Any of such funds released by payment of final voucher or modification of project authorizations shall be credited to the balance of unobligated authorizations and be immediately available for expenditure.

## SUPPLEMENTAL VIEWS

We support the enactment of H.R. 10495 because we subscribe to the broad purposes which its enactment will serve. There are certain aspects of the bill and the report of the committee thereon, however, with which we do not agree. We are not making an issue of a number of these aspects with which we are not in accord simply because there are many other more serious, difficult, and complex problems facing the entire highway program which must be dealt with next year when we have before us the two reports called for by the 1956 Highway Act. It is our hope then that some of the facets of this current legislation can be resolved along with these many other more serious and difficult problems.

This bill authorizes appropriations of \$925 million for each of the fiscal years 1962 and 1963 for the Federal-aid primary and secondary highway systems and extensions thereof in urban areas.

It will be recalled that under the 1956 act the House expressed its intention that the amounts authorized for the A-B-C system should be increased by \$25 million each year until the annual Federal expenditures equaled \$1 billion per year. If this expressed intention of the House had been carried out we would be authorizing in this bill \$950 million for fiscal year 1962, and \$975 million for fiscal year 1963.

However, two things have occurred which changed the picture. First, it developed that the moneys in the trust fund, for reasons which we will not discuss here, were insufficient to keep the Federal-aid highway program at the construction levels contemplated and provided for by the 1956 act. One of the reasons for this shortage in the trust fund was the fact that in 1958 some people got the recession jitters. As a consequence, Congress ordered the immediate additional expenditure of \$400 million on the A-B-C system. Congress did not provide the necessary moneys for the trust fund to cover this increase. Even though we now keep the authorizations for 1962 and 1963 at \$925 million as provided by H.R. 10495, instead of increasing this amount for each of these years by \$25 million and \$50 million respectively, the A-B-C program is still on schedule; in fact it is a little ahead of the schedule provided by the 1956 act because of the additional \$400 million expenditure directed in 1958.

Since by reason of the provisions of the 1956 act, the A-B-C system has the first call on the trust fund, it is the Interstate System which must suffer when there is a shortage of moneys as there is at this moment. As a result of this shortage the Interstate System is being cut back between 20 and 25 percent below construction levels provided by the 1956 act.

As is indicated by what we have said, the A-B-C system has not suffered one iota as a result of the financial dilemma in which the road program has found itself in these last 2 years. While all of us deplore even a temporary reduction or cutback in any of the highway systems, it is particularly unfortunate that the Interstate System should absorb the entire cut. It is our feeling that both systems should have been

cut back proportionately. This cutback on the Interstate System is particularly deplorable because the uncontradicted evidence shows that the greatest density of traffic which we are trying to cure by this road program is on the Interstate System; that it is on the Interstate System where our economy is being most adversely affected and where our accident and death rates are the highest. In fact, it is on the Interstate System where the greatest priority of need for new highways exists.

The President recommended that the authorizations for fiscal years 1962 and 1963 for the A-B-C system be \$900 million in order to keep these two systems somewhat in balance. Considering the \$400 million additional spent on the A-B-C system as a result of the 1958 act, if both the A-B-C and Interstate System shared equally in the cutback, which in all fairness they should, the amount called for in this bill should be no more than \$750 million for fiscal years 1962 and 1963. However, as we said at the outset of these supplemental views, because of the many complex and serious problems that will be facing this committee of the Congress next year after the receipt of the 1961 reports, we will make no attempt to cut these A-B-C authorizations for 1962 and 1963. We, therefore, reluctantly support the \$925 million figure in the Fallon bill before us.

This bill authorizes the appropriation of the sum of \$33 million for the fiscal years of 1962 and 1963 for forest highways and \$3 million for these same years for public land highways. The amounts of these authorizations are consistent with the program of the President, which under existing law will be appropriated from the general fund. The President has recommended that the amounts authorized for these forest highways and public land highways be paid out of the highway trust fund instead of from the general fund. In this policy we concur since these highways are merely segments of the Federal-aid primary and secondary systems which happen to pass through our national forests and public lands. They are used by people the same as any other Federal-aid highway system to travel from one center of population to another except that in so doing it becomes necessary to traverse national forests and public lands. There is no reason why these segments of the A-B-C system, called forest highways, should not be paid for out of the trust fund rather than general fund. Such payments would be consistent with the basic fundamental purpose of the 1956 Highway Act in setting up the special trust fund from which construction costs of all Federal-aid highways are to be paid.

When we come to consider forest development roads and trails, park roads and trails, parkways and Indian reservation roads and bridges, we realize that their construction costs should not be paid out of trust fund moneys since they are not part of either the Interstate or A-B-C Highway Systems. They serve a special Federal purpose and are constructed solely on federally owned lands. We believe that the authorizations for the appropriation of funds for these highways should not be considered at this time and should not be a part of this bill.

The President in his budget message pointed out that contract authority is already available to finance planned construction of these roads through 1961, and added that the budget contemplates that beginning in 1962 this construction should be financed by direct appropriations.



We are particularly disturbed by the amendment not considered by the Roads Subcommittee which was adopted by a two-vote margin by the full committee which would increase the authorizations for forest development roads and trails by a total of \$15 million for fiscal years 1962 and 1963. It is almost unbelievable that an increase should be made in these roads while we are forced to make reductions during these current years in all other highway systems.

The committee has been regularly recommending and the Congress has been providing increases for these roads during the last number of years. While there may be some justification for an increase in these funds, the needs of our regular highway systems are far greater than these particular roads and trails. Certainly the failure to keep our Interstate System up to the construction levels provided by the 1956 act is adversely affecting our economy to a much greater degree than any failure to increase the amounts this year for these forest development roads and trails.

Actually, as has been pointed out, we are cutting back the construction levels on the much needed Interstate System between 20 and 25 percent. By this committee amendment we are increasing the expenditure for these particular development forest roads and trails by 25 percent. Such a course does not make sense and it certainly is unfair to unbalance the budget by this additional amount.

We are aware that forest development roads and trails result in financial returns to the Federal Government through harvesting of timber but irrespective of this, the construction of these forest development roads and trails are part of the roadbuilding program of the Federal Government. It is entirely inconsistent to provide for a substantial increase in the authorizations for these highways primarily for the benefit of some big lumber companies while being faced with the necessity of cutbacks in other aspects of the road program. While as we have said we are reluctantly supporting some of the provisions of H.R. 10495, we will be compelled to oppose this committee amendment.

JAMES C. AUCHINCLOSS.  
GORDON H. SCHERER.  
WILLIAM C. CRAMER.  
FRED SCHWENGEL.  
HOWARD W. ROBISON.  
DEAN P. TAYLOR.  
WALTER M. MUMMA.

○



# H. R. 10495

[Report No. 1546]

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## IN THE HOUSE OF REPRESENTATIVES

FEBRUARY 17, 1960

Mr. FALLON introduced the following bill; which was referred to the Committee on Public Works

APRIL 21, 1960

Reported with amendments, committed to the Committee of the Whole House on the State of the Union, and ordered to be printed

[Omit the part struck through and insert the part printed in italic]

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## A BILL

To authorize appropriations for the fiscal years 1962 and 1963 for the construction of certain highways in accordance with title 23 of the United States Code, and for other purposes.

1 *Be it enacted by the Senate and House of Representa-*  
2 *tives of the United States of America in Congress assembled,*

3 SHORT TITLE

4 SECTION 1. This Act may be cited as the "Federal  
5 Highway Act of 1960".

6 AUTHORIZATIONS

7 SEC. 2. For the purpose of carrying out the provisions  
8 of title 23 of the United States Code the following sums are  
9 hereby authorized to be appropriated:

10 (1) For the Federal-aid primary system and the Fed-

1 eral-aid secondary system and for their extension within  
2 urban areas, \$925,000,000 for the fiscal year ending June  
3 30, 1962, and \$925,000,000 for the fiscal year ending June  
4 30, 1963. The sums authorized in this paragraph for each  
5 fiscal year shall be available for expenditure as follows:

6 (A) 45 per centum for projects under the Federal  
7 aid primary system;

8 (B) 30 per centum for projects on the Federal-aid  
9 secondary system;

10 (C) 25 per centum for projects on extensions of  
11 Federal-aid primary and Federal-aid secondary systems  
12 within urban areas.

13 (2) For forest highways, \$33,000,000 for the fiscal  
14 year ending June 30, 1962, and \$33,000,000 for the fiscal  
15 year ending June 30, 1963.

16 (3) For forest development roads and trails, ~~\$30,000,-~~  
17 ~~000~~ \$35,000,000 for the fiscal year ending June 30, 1962,  
18 and ~~\$30,000,000~~ \$40,000,000 for the fiscal year ending  
19 June 30, 1963.

20 (4) For park roads and trails, \$18,000,000 for the  
21 fiscal year ending June 30, 1962, and \$18,000,000 for the  
22 fiscal year ending June 30, 1963.

23 (5) For parkways, \$16,000,000 for the fiscal year  
24 ending June 30, 1962, and \$16,000,000 for the fiscal year  
25 ending June 30, 1963.

1       (6) For Indian reservation roads and bridges, \$12,000,-  
2   000 for the fiscal year ending June 30, 1962, and \$12,000,-  
3   000 for the fiscal year ending June 30, 1963.

4       (7) For public lands highways, \$3,000,000 for the  
5   fiscal year ending June 30, 1962, and \$3,000,000 for the  
6   fiscal year ending June 30, 1963.

7                               DEFINITIONS

8       SEC. 3. For the purposes of section 2 of this Act each  
9   of the following terms shall have the same meaning as is  
10  given it in section 101 of title 23 of the United States Code:

11           (1) Forest development roads and trails;

12           (2) Forest highway;

13           (3) Indian reservation roads and bridges;

14           (4) Park roads and trails;

15           (5) Parkway;

16           (6) Public lands highways;

17           (7) Federal-aid primary system;

18           (8) Federal-aid secondary system;

19           (9) Urban area.

20                           AMENDMENTS TO TITLE 23

21       SEC. 4. (a) Subsection (c) of section 129 of title 23,  
22   United States Code, is amended by striking out "under prior  
23   Acts".

24       (b) The first sentence of section 203 of title 23, United



1 States Code, is amended by striking out "Funds now au-  
2 thorized" and inserting in lieu thereof "Funds authorized".

3       *(c) The second sentence of subsection (a) of section 205*  
4 *of title 23, United States Code, is amended by striking out*  
5 *"construction".*

6       *(d) Section 210 of title 23, United States Code, is*  
7 *amended by adding at the end thereof the following new*  
8 *subsection:*

9       *"(g) If the Secretary shall determine that it is necessary*  
10 *for the expeditious completion of any defense access road*  
11 *project he may advance to any State out of funds appro-*  
12 *priated for defense access roads transferred and available to*  
13 *the Department of Commerce the Federal share of the cost of*  
14 *construction thereof to enable the State highway department*  
15 *to make prompt payments for acquisition of rights-of-way,*  
16 *and for the construction as it progresses. The sums so ad-*  
17 *vanced shall be deposited in a special fund by the State*  
18 *official authorized by State law to receive such funds, to be*  
19 *disbursed solely upon vouchers approved by the State high-*  
20 *way department for rights-of-way which have been or are*  
21 *being acquired and for construction which has been actually*  
22 *performed under this section. Upon determination by the*  
23 *Secretary that funds advanced to any State under the pro-*  
24 *visions of this subsection are no longer required, the amount*  
25 *of the advance which is determined to be in excess of require-*



1    *ments for the project shall be repaid upon his demand, and*  
2    *such repayments shall be returned to the credit of the appro-*  
3    *priation from which the funds were advanced."*

4        *(e) Section 305 of title 23, United States Code, is*  
5    *amended by striking out "under the Federal-Aid Highway*  
6    *Act of 1956," and inserting in lieu thereof "to carry out this*  
7    *title".*





86TH CONGRESS  
2D SESSION

H. R. 10495

[Report No. 1546]

# A BILL

To authorize appropriations for the fiscal years 1962 and 1963 for the construction of certain highways in accordance with title 23 of the United States Code, and for other purposes.

By Mr. FALTON

FEBRUARY 17, 1960

Referred to the Committee on Public Works

APRIL 21, 1960

Reported with amendments, committed to the Committee of the Whole House on the State of the Union, and ordered to be printed







# Digest of CONGRESSIONAL PROCEEDINGS

OFFICE OF  
BUDGET AND FINANCE

(For Department  
Staff Only)

OF INTEREST TO THE DEPARTMENT OF AGRICULTURE

Issued May 5, 1960

For actions of May 4, 1960

86th-2d, No. 81

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HIGHLIGHTS: House passed depressed areas bill. House subcommittee voted to report Federal pay raise bill. Sen. Schoeppel and several Representatives spoke in favor of grain agreement with India.

## HOUSE

DEPRESSED AREAS. Passed, 201 to 184, as reported S. 722, to establish an effective program to alleviate conditions of substantial and persistent unemployment and underemployment in certain economically depressed areas. During debate the House rejected three amendments in the nature of substitutes of which one (H. R. 4278), was the administration's proposal. As passed the bill authorizes \$251,000,000 for implementing the program rather than the \$379,500,000 originally proposed in S. 722. pp. 8744-8798

As passed by the House, the bill provides as follows:

Creates an Area Redevelopment Administration as a separate agency of the Executive Branch. Authorizes this agency to designate industrial and rural redevelopment areas (a rural area being any county (1) which is among the 500 counties ranking lowest in level of living of farm-operator families or (2) which is among the 500 counties having the highest percentage of commercial farms producing less than \$2,500 worth of products for sale annually) Authorizes the agency to make loans for industrial projects in industrial redevelopment areas out of a revolving fund of \$75 million, and to make loans for industrial projects in rural redevelopment areas out of another \$75 million revolving fund (these funds to be provided by appropriation). Authorizes the agency to make loans and grants for constructing or improving public facilities, or for purchasing or developing land for public facility usage,

in redevelopment areas. Vests additional authorities in HHFA to assist redevelopment areas. Authorizes HEW to provide information and financial assistance in connection with vocational training programs. Authorizes the Labor Department to pay subsistence up to 13 weeks for persons receiving vocational training.

2. ROADS. The Rules Committee reported a resolution for consideration of H. R. 10495, to authorize appropriations for the fiscal years 1962 and 1963 for the construction of certain highways and forest roads and trails. p. 8800
3. PROPERTY. The Government Activities Subcommittee of the Government Operations Committee voted to report H. R. 1319, to amend the Surplus Property Act so as to eliminate the requirement that property conveyed for historic-monument purposes must have been acquired by the U. S. on or before Jan. 1, 1960. p. D376  
This Subcommittee also tabled H. R. 5993 and H. R. 6011, similar bills to permit certain real property heretofore conveyed to the board of supervisors of La. State University and Agricultural and Mechanical College to be used for general education purposes. p. D376
4. LANDS. The Interior and Insular Affairs Committee voted to report (but did not actually report) H. R. 11706, to authorize an extension of time for final proof of qualifications of certain entrymen under the desert land laws. p. D376
5. RECLAMATION. The Interior and Insular Affairs Committee voted to report (but did not actually report) H. R. 5098, to provide for the application and disposition of net revenues from the power development on the Grand Valley Federal reclamation project, Colo. p. D376
6. MINERALS. The Interior and Insular Affairs Committee voted to report (but did not actually report) H. R. 8860, to stabilize the mining of land and zinc by small domestic producers on public, Indian, and other lands. p. D376
7. PERSONNEL. The Post Office and Civil Service Committee voted to report (but did not actually report) H. R. 9883, the Federal pay raise bill. The "Daily Digest" states that the bill provides "a 9-percent increase for approximately 1,700,000 Federal employees with a minimum increase of \$350 per annum." Regarding ASC committeemen the "Daily Digest" states "it also provides for ASC county committee employees, in addition to the salary increase, retirement and life and health benefits provided under the Federal employees' retirement and insurance programs." p. D377
8. FOREIGN TRADE; SURPLUS COMMODITIES. Reps. Hoeven, Belcher, and Short commended the administration and this Department for their roles in the recent sale of 17 million tons of surplus U. S. wheat and rice to India under provisions of Public Law 480. pp. 8802-3
9. LEGISLATIVE PROGRAM. The "Daily Digest" states that on Thurs., May 5, the House will act on the conference report on H. R. 10401, the Interior and related agencies appropriation bill for 1961, and later will resume consideration of H. R. 11998, the Defense Department appropriation bill for 1961. p. D376



## House Calendar No. 216

86TH CONGRESS  
2D SESSION

# H. RES. 520

[Report No. 1588]

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### IN THE HOUSE OF REPRESENTATIVES

MAY 4, 1960

Mr. DELANEY, from the Committee on Rules, reported the following resolution;  
which was referred to the House Calendar and ordered to be printed

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## RESOLUTION

1       *Resolved*, That upon the adoption of this resolution it  
2 shall be in order to move that the House resolve itself into  
3 the Committee of the Whole House on the State of the  
4 Union for the consideration of the bill (H.R. 10495) to  
5 authorize appropriations for the fiscal years 1962 and 1963  
6 for the construction of certain highways in accordance with  
7 title 23 of the United States Code, and for other purposes,  
8 and all points of order against said bill are hereby waived.  
9 After general debate, which shall be confined to the bill and  
10 continue not to exceed two hours, to be equally divided and  
11 controlled by the chairman and ranking minority member of  
12 the Committee on Public Works, the bill shall be read for

1 amendment under the five-minute rule. At the conclusion  
 2 of the consideration of the bill for amendment, the Committee  
 3 shall rise and report the bill to the House with such amend-  
 4 ments as may have been adopted and the previous question  
 5 shall be considered as ordered on the bill and amendments  
 6 thereto to final passage without intervening motion except  
 7 one motion to recommit.

House Calendar No. 216

86TH CONGRESS  
 2D SESSION

**H. RES. 520**

[Report No. 1588]

## RESOLUTION

Providing for the consideration of H.R. 10495,  
 a bill to authorize appropriations for the  
 fiscal years 1962 and 1963 for the construc-  
 tion of certain highways in accordance with  
 title 23 of the United States Code, and for  
 other purposes.

By Mr. DELANEY

MAY 4, 1960

Referred to the House Calendar and ordered to be  
 printed

## CONSIDERATION OF H.R. 10495

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MAY 4, 1960.—Referred to the House Calendar and ordered to be printed

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Mr. DELANEY, from the Committee on Rules, submitted the following

### REPORT

[To accompany H. Res. 520]

The Committee on Rules, having had under consideration House Resolution 520, report the same to the House with the recommendation that the resolution do pass.

○









May 12, 1960

soil, and to require that shipping containers for raw agricultural commodities be labeled to indicate by name or function the presence of any pesticide chemical that had been applied after harvest.

H. R. 10572, to direct that national forests be managed under principles of multiple use and to produce a sustained yield,

H. R. 11761, to simplify, consolidate, and improve the authority of the Secretary of Agriculture with respect to loans to farmers and ranchers.

8. FOREST ROADS. Passed with amendments H. R. 10495, to authorize appropriations for the fiscal years 1962 and 1963 for the construction of certain highways, including authorization for the construction of forest highways and forest development roads and trails. pp. 9452-64 As passed the bill authorizes \$33,000,000 for forest highways for each of the fiscal years 1962 and 1963, and \$35,000,000 and \$40,000,000 for forest development roads and trails for 1962 and 1963, respectively. pp. 9452-64
9. FARM LABOR. The Agriculture Committee voted to report (but did not actually report) H. R. 12176, to extend the Mexican farm labor program. p. D408
10. DEFENSE DEPARTMENT APPROPRIATION BILL, 1960. Agreed to allow the Appropriations Committee until midnight, Fri., May 13, to file a report on this bill, and the legislative appropriation bill for 1961. p. 9451
11. LANDS. A subcommittee of the Armed Services Committee voted to report S. 747, to provide for the conveyance of certain lands known as the Des Plaines Public Hunting and Refuge Area to Illinois. p. D408
12. INFORMATION. The Education and Labor Committee voted to report (but did not actually report) H. R. 7656, to provide for the establishment of a Federal Advisory Council on the Arts to assist in the growth and development of the fine arts in the U. S. p. D408
13. LIBRARY SERVICES. The Education and Labor Committee voted to report (but did not actually report) H. R. 12125, to amend the Library Services Act so as to extend the appropriation authorization for 5 years. p. D408
14. INDIAN REHABILITATION. The Indian Affairs subcommittee of the Interior and Insular Affairs Committee tabled H. R. 11627, to better promote the rehabilitation of the Navajo and Hopi Tribes of Indians. p. D409
15. BUDGETING. Rep. Lipscomb urged members of Congress to "promote and encourage" development of the "accrual accounting and cost-based budgeting in all Federal agencies." pp. 9484-6
16. FARM PROGRAM. Rep. Flynn urged a "complete overhaul" of the farm program and stated, "We must bring domestic production of farm commodities into balance with domestic consumption." He also made a number of proposals, the principal one being an expansion of the conservation reserve program by 12 million acres per year until production is brought in line with demand. pp. 9487-90
17. ELECTRIFICATION; REA. Rep. Price commended the work of the REA and recommended two new booklets published by REA which "tell a fascinating story of a revolution in rural America that has not stopped yet." p. 9491
18. LEGISLATIVE PROGRAM. Rep. McCormack announced that the legislative program for next week would include consideration of the following: On Mon., May 16, the



Consent Calendar will be called followed by consideration, under suspension of the rules, of amending certain laws in relation to Hawaii, and H. R. 10777, the military construction authorization bill; and on Tuesday, the legislative appropriation bill for 1961. pp. 9473-4

19. ADJOURNED until Mon., May 16. p. 9492

ITEMS IN APPENDIX

20. ELECTRIFICATION. Extension of remarks of Reps. Breeding, Henderson, and Metcalf congratulating REA on its 25th birthday. pp. A4083-4, A4094, A4113-4

BILLS INTRODUCED

21. WEATHER. S. 3539, by Sen. Magnuson (by request), to authorize the Secretary of Commerce to utilize funds received from State and local governments and private organizations and individuals for special meteorological services; to Interstate and Foreign Commerce Committee. Remarks of author. pp. 9382-3

22. SOIL BANK. H. R. 12201, by Rep. McGinley, to amend the Soil Bank Act to provide that land devoted to conserving uses after the expiration of a conservation reserve contract may continue to be counted in the determination of acreage allotments and marketing quotas; to Agriculture Committee.

23. COTTON. H. R. 12207, by Rep. Rains, to stabilize cotton price support for the 1961 crop; to Agriculture Committee.

24. PURCHASING. H. R. 12212, by Rep. Holland, to provide that certain subcontracts may be entered into only in accordance with rules and regulations prescribed by the Small Business Administration; to Banking and Currency Committee.

COMMITTEE PRINT RECEIVED BY THIS OFFICE

25. SUBSIDIES. This office has received a supply of a House Agriculture Committee Print, "Government Subsidy Historical Review," which is a summary of the use of subsidies to advance the aims and purposes of Government from the first Congress to the present time, and which contains information and tables relating to the cost of agricultural programs.

PRINTED HEARINGS RECEIVED BY THIS OFFICE

26. APPROPRIATIONS. Military construction appropriations for 1961. Part 1: Departments of the Army and the Navy; Part 2: Dept. of the Air Force and overall statements. H. Appropriations Committee.

Public works appropriations for 1961. Parts 4 and 5: Members of Congress and interested organizations, and individuals. H. Appropriations Committee.

27. FARM LABOR. H. R. 9869, etc., extension of Mexican farm labor program, H. Agriculture Committee.

28. WHEAT. S. 2759, 3159, and 3336, proposed Wheat Act of 1960. S. Agriculture and Forestry Committee.

29. MONOPOLIES. Monopoly problems in regulated industries. Part 1, Vol. 4 and Part 1, Vol. 5: Ocean freight industry. H. Judiciary Committee.



Mr. MORGAN. Mr. Speaker, I yield such time as he may require to the gentleman from Maine [Mr. COFFIN].

Mr. COFFIN. Mr. Speaker, I wonder if the chairman of the committee would be willing to tell the House what was the final version of the section to which we gave some attention on the House side, section 421, Loans to Small Farmers.

Mr. MORGAN. This amendment was adopted in the Committee on Foreign Affairs and in the conference was adopted intact except for the change of one word, the word "to" being changed to the word "for." It tightened up the amendment to make sure the money was not directly loaned by American Government officials, but was loaned through local agencies.

Mr. COFFIN. In the gentleman's opinion it in no way weakened the provision?

Mr. MORGAN. No, I think it strengthened it.

Mr. COFFIN. I thank the gentleman.

Mr. MORGAN. Mr. Speaker, I move the previous question.

The previous question was ordered.

The SPEAKER. The question is on the conference report.

The question was taken; and on a division (demanded by Mr. ADAIR) there were—ayes 108, noes 60.

Mr. ADAIR. Mr. Speaker, I object to the vote on the ground that a quorum is not present and make the point of order that a quorum is not present.

The SPEAKER. Evidently a quorum is not present.

The Doorkeeper will close the doors, the Sergeant at Arms will notify absent Members, and the Clerk will call the roll.

The question was taken; and there were—yeas 240, nays 133, not voting 54, as follows:

[Roll No. 88]

YEAS—240

Addonizio	Coffin	Gary
Albert	Cohelan	George
Arends	Conte	Gialmo
Ashley	Cooley	Gilbert
Aspinall	Corbett	Glenn
Auchincloss	Cramer	Goodell
Avery	Curtin	Granahan
Ayres	Curtis, Mass.	Green, Oreg.
Baker	Curtis, Mo.	Green, Pa.
Baldwin	Daddario	Griffin
Barrett	Dague	Griffiths
Barry	Daniels	Cubser
Bass, N.H.	Dawson	Hagen
Bates	Delaney	Halleck
Baumhart	Derounian	Halpern
Beckworth	Diggs	Hardy
Bentley	Dingell	Hays
Blatnik	Dixon	Healey
Boggs	Donohue	Herlong
Boland	Dooley	Hess
Bolling	Dorn, N.Y.	Hoeven
Bolton	Downing	Hollifield
Bowles	Doyle	Holland
Boykin	Dwyer	Holtzman
Brademas	Elliott, Ala.	Horan
Breeding	Elliott, Pa.	Hosmer
Brewster	Fallon	Huddleston
Brooks, Tex.	Farbstein	Ikard
Broomfield	Fascell	Inouye
Broyhill	Felgahan	Irwin
Burke, Mass.	Fenton	Jarman
Byrne, Pa.	Fino	Johnson, Calif.
Byrnes, Wis.	Flood	Johnson, Colo.
Cahill	Foley	Johnson, Md.
Cannon	Forand	Johnson, Wis.
Carnahan	Ford	Jones, Ala.
Chamberlain	Frelinghuysen	Jones, Mo.
Chenoweth	Friedel	Judd
Chlperfield	Fulton	Karsten
Clark	Gallagher	Karth
Coad	Garmatz	Kasem

Kastenmeier	Mumma
Kearns	Murphy
Kee	Natcher
Keith	Nelsen
Keough	Nix
Kilday	Norblad
Kling, Calif.	O'Brien, Ill.
Kling, Utah	O'Brien, N.Y.
Kirwan	O'Hara, Ill.
Kluczynski	O'Hara, Mich.
Kowalski	O'Neill
Kyl	Osmer
Lafore	Ostertag
Lane	Pelly
Langen	Perkins
Lankford	Philbin
Lesinski	Pillion
Libonati	Pirnie
Loser	Price
McDowell	Prokop
McFall	Pucinski
Machrowicz	Quie
Madden	Quigley
Magnuson	Rabaut
Mahon	Rains
Malliard	Randall
Marshall	Ray
Martin	Reuss
Matthews	Rhodes, Pa.
May	Riehlman
Meador	Rivers, Alaska
Morrow	Roberts
Miller, Clem	Robison
Miller, N.Y.	Rodino
Milliken	Rogers, Colo.
Managan	Rogers, Mass.
Molgan	Rooney
Moss	Roosevelt
Multer	Rostenkowski

NAYS—138

Abbitt	Fisher
Abernethy	Flynt
Adair	Forrester
Alexander	Fountain
Alford	Gathings
Alger	Gavin
Allen	Grant
Andersen,	Gray
Minn.	Gross
Andrews	Haley
Ashmore	Hargis
Bailey	Harmon
Barr	Harris
Bass, Tenn.	Harrison
Becker	Hechler
Belcher	Hemphill
Bennett, Fla.	Henderson
Bennett, Mich.	Hiestand
Berry	Hoffman, Ill.
Betts	Hoffman, Mich.
Blitch	Hogan
Bosch	Holt
Bow	Hull
Bray	Jennings
Brock	Jensen
Brooks, La.	Jonas
Brown, Ga.	Kilgore
Brown, Mo.	Kitchin
Brown, Ohio	Knox
Budge	Laird
Burleson	Landrum
Casey	Latta
Church	Lennon
Collier	Levering
Colmer	Lipscomb
Cook	McCulloch
Cunningham	McDonough
Davis, Ga.	McGinley
Dent	McIntire
Denton	McSweeney
Derwinski	Mack
Devine	Mason
Dorn, S.C.	Meyer
Dowdy	Michel
Dulski	Mills
Edmondson	Minshall
Everett	Moeller

NOT VOTING—54

Anderson,	Flynn	Mitchell
Mont.	Fogarty	Montoya
Anfuso	Frazier	Moorhead
Barden	Hébert	Morris, N.Mex.
Baring	Jackson	Morrison
Bonner	Johansen	Porter
Buckley	Kelly	Powell
Burdick	Kilburn	Scherer
Burke, Ky.	Lindsay	Scott
Canfield	McCormack	Shelley
Cederberg	McGovern	Smith, Kans.
Celler	McMillan	Spence
Chelf	Maddonald	Sullivan
Davis, Tenn.	Metcalf	Taylor
Durham	Miller,	Teague, Tex.
Evins	George P.	Thompson, La.

Thompson, Tex.	Walter	Withrow
Trimble	Williams	Young
Vinson	Willis	

So the conference report was agreed to.

The Clerk announced the following pairs:

On this vote:

Mr. Hébert for, with Mr. Williams against.  
Mr. Buckley for, with Mr. Young against.  
Mr. McCormack for, with Mr. Scott against.  
Mr. Vinson for, with Mr. Bonner against.  
Mr. Fogarty for, with Mr. Morrison against.  
Mr. Lindsay for, with Mr. Scherer against.  
Mr. Kilburn for, with Mr. Johansen against.

Mr. Taylor for, with Mr. Withrow against.  
Mr. Anfuso for, with Mr. Smith of Kansas against.

Mr. Walter for, with Mr. Barden against.  
Mr. Celler for, with Mr. Baring against.  
Mr. Shelley for, with Mr. Thompson of Louisiana against.

Mr. George P. Miller for, with Mr. Willis against.

Mrs. Kelly for, with Mr. McMillan against.  
Mrs. Sullivan for, with Mr. Thompson of Texas against.

Mr. Trimble for, with Mr. Flynn against.

Until further notice:

Mr. Burdick with Mr. Canfield.

Mr. Montoya with Mr. Cederberg.

Mr. Morris of New Mexico with Mr. Jackson.

The result of the vote was announced as above recorded.

The doors were opened.

A motion to reconsider was laid on the table.

#### COMMITTEE ON APPROPRIATIONS

Mr. CANNON. Mr. Speaker, I ask unanimous consent that the Committee on Appropriations may have until midnight tomorrow night to file a privileged report on two appropriation bills, military construction and legislative.

The SPEAKER. Is there objection to the request of the gentleman from Missouri?

There was no objection.

Mr. TABER reserved all points of order on both bills.

#### COMMITTEE ON RULES

Mr. BOLLING. Mr. Speaker, I ask unanimous consent that the Committee on Rules may have until midnight tonight to file certain privileged reports.

The SPEAKER. Is there objection to the request of the gentleman from Missouri?

There was no objection.

#### SUBCOMMITTEE ON LEGISLATIVE OVERSIGHT

Mr. HARRIS. Mr. Speaker, I ask unanimous consent that the Subcommittee on Legislative Oversight may be permitted to sit during general debate this afternoon.

The SPEAKER. Is there objection to the request of the gentleman from Arkansas?

There was no objection.



## FEDERAL HIGHWAY ACT OF 1960

Mr. DELANEY. Mr. Speaker, I call up House Resolution 520 and ask for its immediate consideration.

The Clerk read the resolution, as follows:

*Resolved*, That upon the adoption of this resolution it shall be in order to move that the House resolve itself into the Committee of the Whole House on the State of the Union for the consideration of the bill (H.R. 10495) to authorize appropriations for the fiscal years 1962 and 1963 for the construction of certain highways in accordance with title 23 of the United States Code, and for other purposes, and all points of order against said bill are hereby waived. After general debate, which shall be confined to the bill and continue not to exceed two hours, to be equally divided and controlled by the chairman and ranking minority member of the Committee on Public Works, the bill shall be read for amendment under the five-minute rule. At the conclusion of the consideration of the bill for amendment, the Committee shall rise and report the bill to the House with such amendments as may have been adopted and the previous question shall be considered as ordered on the bill and amendments thereto to final passage without intervening motion except one motion to recommit.

Mr. DELANEY. Mr. Speaker, I yield myself such time as I may require, after which I yield 30 minutes to the gentleman from Illinois [Mr. ALLEN].

Mr. Speaker, House Resolution 520 provides for the consideration of H.R. 10495, to authorize appropriations for the fiscal years 1962 and 1963 for the construction of certain highways in accordance with title 23 of the United States Code, and for other purposes. The resolution provides for an open rule, waiving points of order, with 2 hours of general debate.

H.R. 10495 is the usual biennial authorization for the fiscal years of 1962 and 1963 for the A-B-C Federal-aid highway program and for the several classes of Federal domain roads. It is deemed necessary to authorize funds for these fiscal years for both the Federal-aid primary and secondary highway systems and their extensions within urban areas so that the several States may prepare their plans, including the all-important financing arrangements required to match the Federal-aid funds, and to permit apportionment of such funds in accordance with law for future highway construction.

The amount of the funds authorized in the bill for the A-B-C program for each of the fiscal years is identical with the amount authorized for the fiscal year ending June 30, 1961. The authorization for fiscal year 1961 provided for \$925 million for the A-B-C program, and H.R. 10495 would provide the same amount for fiscal years 1962 and 1963.

The Committee on Public Works was convinced by the testimony it received that the amounts in this bill for the A-B-C program provide an adequate basis for the continuation of this vital program at or near the level contemplated at the time of enactment of the Federal-Aid Highway Act of 1956. In order to be successful, this program must be continued on an orderly basis from year to year.

The A-B-C highways extend into every county of the United States. They include both primary and secondary roads, and their extensions within urban areas. The present extent of the primary system is 260,170 miles, including 237,117 miles in rural areas and 22,993 in urban areas. The secondary system, by far the larger of the two in terms of linear miles, consists of 570,399 miles, including 559,248 rural miles and 11,151 urban miles. At the present time the total A-B-C highways embrace approximately 790,000 miles and carry about 48 percent of the total of all highway traffic in this country, and traffic on these roads can be expected to increase over the next few years.

Mr. Speaker, I urge the adoption of House Resolution 520.

Mr. ALLEN. Mr. Speaker, I have no requests for time.

Mr. DELANEY. Mr. Speaker, I move the previous question.

The previous question was ordered.

The SPEAKER. The question is on the resolution.

The resolution was agreed to.

Mr. FALLON. Mr. Speaker, I move that the House resolve itself into the Committee of the Whole House on the State of the Union for the consideration of the bill (H.R. 10495) to authorize appropriations for the fiscal years 1962 and 1963 for the construction of certain highways in accordance with title 23 of the United States Code, and for other purposes.

The motion was agreed to.

Accordingly the House resolved itself into the Committee of the Whole House on the State of the Union for the consideration of the bill H.R. 10495, with Mr. DELANEY in the chair.

The Clerk read the title of the bill.

By unanimous consent, the first reading of the bill was dispensed with.

Mr. FALLON. Mr. Chairman, I yield myself such time as I may desire.

Mr. Chairman, the bill before the House, H.R. 10495, is to authorize appropriations for the construction of certain highways in accordance with title 23 of the United States Code, and for other purposes.

Let me state at the outset that the effect of this legislation is to continue Federal policy without change, insofar as the so-called A-B-C highways are concerned. This is the biennial bill providing for the continuation of the long-established Federal-aid highway program for the fiscal years 1962 and 1963. In considering this legislation, the Committee on Public Works has taken the position that there should be no change in the present level of authorizations at this time, inasmuch as it is anticipated that the next Congress will deal in a comprehensive and detailed way with the entire Federal-aid highway program.

Since 1956, the Congress has followed the policy of increasing the amounts authorized for A-B-C highways—the Federal-aid primary and secondary systems and the urban extensions—in annual increments of \$25 million. This incremental increase was contemplated to be continued until A-B-C authorizations reached \$1 billion annually. Such an in-

crease is necessary to keep the program in balance. However, the present bill does not call for any incremental increases in the A-B-C program, but, instead, authorizes an amount for each of the 2 fiscal years, 1962 and 1963, identical to the \$925 million which was authorized for fiscal 1961.

The committee agreed to this departure from established policy with considerable reluctance, in view of the demonstrated need for the enlargement of the A-B-C construction program.

Two factors made it seem desirable to hold the A-B-C authorizations down to the current level:

First. The anticipated income of the highway trust fund is not sufficient to finance any increase in the A-B-C program without reducing the interstate program by an equivalent amount. Progress on the Interstate System has already been slowed down by the financial pinch, and it was felt that it would be unwise to force a further slowdown on Interstate work.

Second. In 1958, the Congress enacted legislation providing a \$400 million emergency fund for use in the A-B-C highway construction as an antirecession measure. For this reason, the A-B-C program is somewhat ahead of the schedule contemplated in 1956, while the Interstate program is behind schedule.

The needs of the A-B-C system are urgent. It is by no means the intent of the present legislation to freeze the rate of progress on the A-B-C program to current levels. It is my hope, and I believe the hope of a majority of the members of the Committee on Public Works, that the A-B-C program will be accelerated at least until the \$1 billion a year level is reached. The long-range needs of the A-B-C program should be considered in conjunction with the consideration of the needs of the Interstate System as a part of the legislative package which we hope to enact in 1961.

I do not believe that we can afford to stretch out our highway program. The price of land, the price of labor, and the price of many materials used in highway construction are all increasing. During the past three and a half years there has been practically no increase at all in the level of prices paid to highway contractors. However, it seems apparent that the cost of highways will never be less than it is now, and that the Federal investment in highways at current prices is a good buy.

It is true, also, that the Nation is paying a high price, in terms of economic waste and in terms of lives lost in highway accidents, as the price of inadequate roads. The proved safety record of modern roads, as contrasted with the record of obsolete roads, indicates that many lives could be saved by the timely construction of adequate highways.

The A-B-C system, extending into every county of the United States, must be developed along with the Interstate System if we are to have a complete, integrated network of modern highways and secondary roads in the country.

When the 1956 Highway Act was passed, our population was about 167



million, we owned 65 million motor vehicles, and we drove those vehicles about 623 billion miles. By 1976, our population will have increased to 234 million—an increase of 37 percent. But motor vehicle registrations will have increased to 114 million—up 74 percent—and annual travel will have increased to 1.2 trillion vehicle miles—up 93 percent.

The figures of \$925 million authorized for the fiscal years 1962 and 1963 is the minimum figure that can be used at this time to keep the ABC program moving at a smooth pace.

Under H.R. 10495 there would be authorized \$925 million for the fiscal year 1962 and \$925 million for the fiscal year 1963 for the ABC highways, in the usual 45-30-25 ratios. This would make available the following sums each year:

Primary system.....	\$416,250,000
Secondary system.....	277,500,000
Urban extensions.....	231,250,000

As introduced, H.R. 10495 also provided for 2-year authorizations for certain other highways at the same level as has been provided for fiscal 1961, as follows: For forest highways, \$33 million; for forest development roads and trails, \$30 million; for park roads and trails, \$18 million; for parkways, \$16 million; for Indian reservation roads and bridges, \$12 million; and for public lands highways, \$3 million.

The Committee on Public Works approved an amendment to the bill increasing the proposed authorization for forest development roads and trails to \$35 million for fiscal 1962 and to \$40 million for fiscal 1963.

Section 4 of the bill includes a total of five technical amendments to section 23, United States Code. These can best be described as "housekeeping" amendments, noncontroversial in nature, dealing with administrative procedures. The amendments are explained in detail in the report accompanying the bill.

*Approximate apportionment of \$925,000,000 of Federal-aid primary, secondary, and urban highway funds for fiscal year 1962-63, pursuant to H.R. 10495*

MARCH 3, 1960.

[Millions of dollars]

State	Primary (\$416.3)	Secondary (\$277.5)	Urban (\$231.2)	Total (\$925)
Alabama.....	8.4	6.5	3.0	17.9
Alaska.....	22.1	14.8	.1	37.0
Arizona.....	6.0	4.0	.9	10.9
Arkansas.....	6.4	5.2	1.3	12.9
California.....	19.0	9.8	20.5	49.3
Colorado.....	7.4	5.0	1.9	14.3
Connecticut.....	2.7	1.4	4.5	8.6
Delaware.....	2.1	1.4	.4	3.9
Florida.....	6.5	4.2	4.1	14.8
Georgia.....	9.7	7.5	3.4	20.6
Hawaii.....	2.1	1.4	.7	4.2
Idaho.....	4.7	3.3	.4	8.4
Illinois.....	15.5	8.4	16.1	40.0
Indiana.....	9.6	6.6	5.5	21.7
Iowa.....	9.3	6.9	2.8	19.0
Kansas.....	9.2	6.5	2.2	17.9
Kentucky.....	7.3	6.1	2.4	15.8
Louisiana.....	6.2	4.4	3.4	14.0
Maine.....	3.2	2.3	1.0	6.5
Maryland.....	3.7	2.3	3.9	9.9
Massachusetts.....	5.3	2.0	9.6	16.9
Michigan.....	12.4	7.6	10.7	30.7
Minnesota.....	10.4	7.3	3.8	21.5
Mississippi.....	6.9	5.9	1.3	14.1
Missouri.....	11.1	7.5	5.7	24.3
Montana.....	7.7	5.3	.5	13.5
Nebraska.....	7.6	5.4	1.3	14.3

*Approximate apportionment of \$925,000,000 of Federal-aid primary, secondary, and urban highway funds for fiscal year 1962-63, pursuant to H.R. 10495—Continued*

MARCH 3, 1960.

[Millions of dollars]

State	Primary (\$416.3)	Secondary (\$277.5)	Urban (\$231.2)	Total (\$925)
Nevada.....	4.6	3.1	.2	7.9
New Hampshire.....	2.1	1.4	.6	4.1
New Jersey.....	5.5	1.9	10.1	17.5
New Mexico.....	6.5	4.5	.8	11.8
New York.....	19.3	7.6	30.8	57.7
North Carolina.....	9.9	8.6	3.0	21.5
North Dakota.....	5.4	3.9	.4	9.7
Ohio.....	14.1	8.5	13.3	35.9
Oklahoma.....	8.4	6.1	2.5	17.0
Oregon.....	6.6	4.6	1.8	13.0
Pennsylvania.....	16.5	9.9	17.4	43.8
Rhode Island.....	2.1	1.4	1.6	5.1
South Carolina.....	5.5	4.5	1.6	11.6
South Dakota.....	5.8	4.2	.4	10.4
Tennessee.....	8.5	6.7	3.4	18.6
Texas.....	25.0	16.7	11.1	52.8
Utah.....	4.7	3.0	1.0	8.7
Vermont.....	2.1	1.4	.3	3.8
Virginia.....	7.6	6.0	3.6	17.2
Washington.....	6.5	4.4	3.5	14.4
West Virginia.....	4.3	3.9	1.5	9.7
Wisconsin.....	9.3	6.5	4.5	20.3
Wyoming.....	5.0	3.3	.3	8.6
District of Columbia.....	2.1	1.3	2.0	5.4
Puerto Rico.....	2.2	2.3	1.9	6.4

Mr. BAILEY. Mr. Chairman, will the gentleman yield?

Mr. FALLON. I yield to the gentleman from West Virginia.

Mr. BAILEY. Would the gentleman mind explaining to the committee why the large disparity between primary and secondary authorizations?

Mr. FALLON. It is done on a formula basis. It has not been changed. It is the same under this act today as all other legislation that was passed on highways.

Mr. BAILEY. The gentleman must realize that with the construction of our interstate highways we have a particular problem to connect up the secondary roads with the main highways, not only the primary but the interstate highways. There is every evidence that we will not have sufficient funds, and the majority of the people who would like to get to the modern highways would still be denied the right of access to those roads.

Mr. FALLON. I think the committee and the Congress recognized that problem in 1956 when they put into effect that the A-B-C roads, that is, the primary and secondary roads, would be increased each year until it reached a billion dollars.

Mr. BAILEY. The gentleman must know that we are pretty well along with our program of construction of primary roads. The interstate highways are going to eliminate the necessity for much of that primary work.

Mr. FALLON. That is correct.

Mr. BAILEY. But there is nothing available, apparently, for connecting up our ordinary farm-to-market, our secondary roads, with the primary and the Interstate System. I think consideration should be given to increasing that item for secondary roads.

Mr. FALLON. I thank the gentleman.

Mr. WRIGHT. Mr. Chairman, will the gentleman yield?

Mr. FALLON. I yield to the gentleman from Texas.

Mr. WRIGHT. It is not anticipated that the rate of construction authorized under this bill would require the levying of any additional taxes?

Mr. FALLON. No, there are no additional taxes required to finance the program for 1962 and 1963.

Mr. WRIGHT. I thank the gentleman.

Mr. GRAY. Mr. Chairman, will the gentleman yield?

Mr. FALLON. I yield to the gentleman from Illinois.

Mr. GRAY. I want to take this opportunity to congratulate the gentleman from Maryland [Mr. FALLON] for bringing in a very good bill, particularly the section increasing the amount of money for forest trails. I think it is a very wise increase and will be utilized to the best advantage all over the country. I have the honor of representing the district in southern Illinois that has the great Shawnee National Forest. We are increasing our timber activities each year and we hope to be able to make the forest yield more profits from the sale of timber because it not only puts more money in the Federal Treasury but 25 percent of the funds go to local counties in lieu of taxes. Many of the school districts near the Shawnee Forest are having a difficult time getting by because of the loss of tax money due to the large acreage taken from the tax base. The only means of supplementing is from the 25 percent share of revenues from the sale of timber.

The \$15 million increase for 2 years in forest trail funds will give us and other national forests a chance to build new access roads in order to expand our timber operations through increased sales. Mr. Chairman, in closing I want to publicly state that it has been a great honor to serve on the Subcommittee on Roads under the distinguished chairmanship of the gentleman from Maryland [Mr. FALLON], and I appreciate his sincere interest and help in providing adequate authorizations for a sound highway program. Thank you.

(Mr. GRAY asked and was given permission to revise and extend his remarks.)

Mr. AUCHINCLOSS. Mr. Chairman, I yield myself such time as I may consume.

Mr. Chairman, I wish to commend the gentleman from Maryland for his very fine statement. As usual he is most competent in handling the road legislation. He knows a great deal about this project, and he works very hard on this problem. I might add that it is a great pleasure to work with him. I would like to say also that the gentleman from Ohio [Mr. SCHERER], who is the ranking member of the Roads Subcommittee of the Committee on Public Works, is unable to be here today because of illness and wishes to express his regrets.

Now, Mr. Chairman, I yield 10 minutes to the gentleman from Florida [Mr. CRAMER].

(Mr. CRAMER asked and was given permission to revise and extend his remarks.)



Mr. CRAMER. Mr. Chairman, this is a relatively noncontroversial bill with one possible exception, which I will mention in just a few moments.

I, too, want to join in the accolades being paid to our very fine Roads Subcommittee chairman, the gentleman from Maryland [Mr. FALLON], who has been the champion of this highway program and is the father of the Interstate and Defense Highway Act of 1956. He and the gentleman from Ohio [Mr. SCHERER], as the ranking minority member, have done a magnificent job on this bill, acknowledging what the realities are. All of us, obviously, would like to bring before this committee a bill with the full authorization of \$975 million, which was contemplated at least in the bill which passed the House in 1956—although that statement of policy was stricken out in conference before the bill was finally passed—that we could bring a bill before the House that would provide for an annual increase of \$25 million per year until \$1 billion is reached—for the fiscal year 1962 and again an increase of \$25 million, meaning \$975 million for 1963. But the realities of the situation must be acknowledged. What are those realities? The realities of the situation, and the reason why the authorization for the fiscal years 1962 and 1963 are pinpointed and retained at \$925 million, which is the authorization for fiscal years 1960 and 1961, is that there is just not enough money in the trust fund to pay in full the authorizations for the A-B-C system and also for the Interstate System. Also, Congress has failed to provide new revenues to bolster the trust funds. The A-B-C system is calling under this bill for \$925 million for 1962 and 1963.

I wish to point out to the committee a very important fact. If there were greater authorizations for the A-B-C system provided for 1962 and 1963, it would have to come out of Interstate System's moneys because the A-B-C system has the first call on the highway trust funds. Therefore, if this authorization had been increased above the \$925 million suggested figure, then it would, obviously, have to come out of some other highway program, meaning the Interstate System, because it has second call on the trust fund. Therefore, acknowledging the Interstate System has already been cut back and will be cut back during 1962 and 1963 by about 20 percent as the result of lack of funds coming in and also the increased cost of construction, recognizing that that will be cut about 20 percent, it obviously would make little sense to increase that cut in the Interstate System further by increasing disproportionately above the \$925 million the authorizations for the A-B-C system. So those are the facts of life. The administration recommended \$900 million in these A-B-C authorizations. The committee ended up with what I thought was a reasonable compromise of \$925 million. There were other bills introduced. The gentleman from Pennsylvania [Mr. CLARK] introduced a bill for \$975 million. All of us would like to have been able to go along with an authorization of that size, but as I say,

the committee acted responsibly and acknowledged the facts of life by accepting a reasonable figure and thus not an unreasonable cut into the Interstate System money.

One reason why we are in this situation in addition to that is that in the 1958 "scare of recession" the Congress made available an additional \$400 million for expenditures on the A-B-C system. That is another reason why the trust fund is short of money at the present time. This \$400 million expended in 1958, incidentally, means the A-B-C system is actually ahead of the suggested \$25 million annual increase schedule today.

Of course, the A-B-C is composed of primary and secondary and urban systems, which are naturally essential. If the Interstate System roads are to be useful, we have to have feeder highways leading to them.

Next year there will be two major significant reports made to the Public Works Committee. They are reports with regard to a safety and use study being made on certain Illinois highways at the present time. That will deal largely with construction. The second report deals with the question of long-range completion of this program, long-range cost and financing of it, and the proper and equitable allocation of costs to the different taxpayers who support this program.

So those two reports will be before the Public Works Committee next year, and at that time we will have another opportunity to take a look at the entire ABC system authorization.

Also, we will look at the Interstate System financing and authorizing problems, and at that time make determination on a long-range basis as to authorizations.

There are a couple of other matters I would like to discuss. The bill authorizes an appropriation of \$33 million for 1962 and 1963 for various highways; \$3 million for public land highways. The President has recommended that this should, instead of coming out of the general fund, properly come out of the trust fund, in that they are of the same purpose and usage as the primary and secondary road systems. There is no justification for their coming out of the general fund under these circumstances.

There is only one point in controversy in the bill, the question with regard to the committee putting into the bill an additional \$5 million in 1962 and an additional \$10 million in 1963 for the forest development roads and trails. That amendment, which appears on page 3 of the bill, was made in the full Public Works Committee. It was not approved by a subcommittee, but it was approved by only a two-vote majority in the full committee. The reason why the minority report that is filed, dissenting views, objected to increasing by \$15 million the forest development roads and trails for 1962 and 1963 is that we found ourselves in the position of adding \$15 million to expenditures, and to that extent budget-busting proposals—\$5 million in 1962 and \$10 million in 1963, which will mean \$15 million expenditures, out of the general fund.

The significant thing is that this is one of the only substantial areas where there was any increase made in authorizations in this bill. The reason why the minority objected to an increase of \$15 million is that obviously it comes out of the general fund and not from road user taxes or the trust fund and thus out of the taxpayers' pockets. Secondly, it makes little sense, if we are to have a cutback in the field of primary, secondary, and urban, as well as interstate roads on the one hand, how can we justify increasing the forest development roads and trails at the same time?

Mr. Chairman, I suggest, then, that so far as this bill is concerned, with that one exception the minority is in wholehearted support of the bill. It is an absolutely essential bill to be passed at this time.

Some may ask why do we put through an authorization bill in 1960 for 1962 and 1963? The reason is that already allocations or allotments of funds are being considered and soon will be made to the States for 1962 so they can do their advance planning for the construction of these highways, for the money that will be available in 1963, and it is essential that the States know now what allocations or allotments will be available for those future years. It is the position of the subcommittee, certainly my position, that we cannot afford to have any holdup on cutback in the A-B-C program; and, as the distinguished chairman of the subcommittee said, this will continue authorizations at the present level, existing under present legislation.

Mr. Chairman, in further explanation, H.R. 10495 continues the division of authorization set forth in previous Federal-aid highway acts as follows: 45 percent for projects under the Federal-aid primary system; 30 percent for projects on the Federal-aid secondary system; 25 percent for projects on extensions of Federal-aid primary and Federal-aid secondary systems with urban areas.

As usual the bill provides for authorizations for various classifications of Federal highways as follows:

For forest highways, \$33 million for the fiscal year ending June 30, 1962, and \$33 million for the fiscal year ending June 30, 1963. Increase of \$3 million each fiscal year.

For forest development roads and trails, \$35 million for the fiscal year ending June 30, 1962, and \$40 million for the fiscal year ending June 30, 1963. Increase of \$5 million fiscal year 1962; \$10 million fiscal year 1963.

For park roads and trails, \$18 million for the fiscal year ending June 30, 1962, and \$18 million for the fiscal year ending June 30, 1963. Same as fiscal years 1960 and 1961.

For parkways, \$16 million for the fiscal year ending June 30, 1962, and \$16 million for the fiscal year ending June 30, 1963. Same as fiscal years 1960 and 1961.

For Indian reservation roads and bridges, \$12 million for the fiscal year ending June 30, 1962, and \$12 million for the fiscal year ending June 30, 1963. Same as fiscal years 1960 and 1961.

For public lands highways, \$3 million for the fiscal year ending June 30, 1962,



and \$3 million for the fiscal year ending June 30, 1963. Same as fiscal years 1960 and 1961.

The attention of every Member of the House is called to the statement of supplemental views appearing in the committee's report, pages 10 to 12.

I trust the bill will be favorably acted upon.

*Approximate apportionment of \$925,000,000 of Federal-aid primary, secondary, and urban highway funds for fiscal year 1963, pursuant to H.R. 10495*

[Millions of dollars]

State	Primary (\$416.3)	Secondary (\$277.5)	Urban (\$231.2)	Total (\$925.0)
Alabama.....	8.4	6.5	3.0	17.9
Alaska.....	22.1	14.8	.1	37.0
Arizona.....	6.0	4.0	.9	10.9
Arkansas.....	6.4	5.2	1.3	12.9
California.....	19.0	9.8	20.5	49.3
Colorado.....	7.4	5.0	1.9	14.3
Connecticut.....	2.7	1.4	4.5	8.6
Delaware.....	2.1	1.4	.4	3.9
Florida.....	6.5	4.2	4.1	14.8
Georgia.....	9.7	7.5	3.4	20.6
Hawaii.....	2.1	1.4	.7	4.2
Idaho.....	4.7	3.3	.4	8.4
Illinois.....	15.5	8.4	16.1	40.0
Indiana.....	9.6	6.6	5.5	21.7
Iowa.....	9.3	6.9	2.8	19.0
Kansas.....	9.2	6.5	2.2	17.9
Kentucky.....	7.3	6.1	2.4	15.8
Louisiana.....	6.2	4.4	3.4	14.0
Maine.....	3.2	2.3	1.0	6.5
Maryland.....	3.7	2.3	3.9	9.9
Massachusetts.....	5.3	2.0	9.6	16.9
Michigan.....	12.4	7.6	10.7	30.7
Minnesota.....	10.4	7.3	3.8	21.5
Mississippi.....	6.9	5.9	1.3	14.1
Missouri.....	11.1	7.5	6.7	24.3
Montana.....	7.7	5.3	.5	13.5
Nebraska.....	7.6	5.4	1.3	14.3
Nevada.....	4.6	3.1	.2	7.9
New Hampshire.....	2.1	1.4	.6	4.1
New Jersey.....	5.5	1.9	10.1	17.5
New Mexico.....	6.5	4.5	.8	11.8
New York.....	19.3	7.6	30.8	57.7
North Carolina.....	9.9	8.6	3.0	21.5
North Dakota.....	5.4	3.9	.4	9.7
Ohio.....	14.1	8.5	13.3	35.9
Oklahoma.....	8.4	6.1	2.5	17.0
Oregon.....	6.6	4.6	1.8	13.0
Pennsylvania.....	16.5	9.9	17.4	43.8
Rhode Island.....	2.1	1.4	1.6	5.1
South Carolina.....	5.5	4.5	1.6	11.6
South Dakota.....	5.8	4.2	.4	10.4
Tennessee.....	8.5	6.7	3.4	18.6
Texas.....	25.0	16.7	11.1	52.8
Utah.....	4.7	3.0	1.0	8.7
Vermont.....	2.1	1.4	.3	3.8
Virginia.....	7.6	6.0	3.6	17.2
Washington.....	6.5	4.4	3.5	14.4
West Virginia.....	4.3	3.9	1.5	9.7
Wisconsin.....	9.3	6.5	4.5	20.3
Wyoming.....	5.0	3.3	.3	8.6
District of Columbia.....	2.1	1.3	2.0	5.4
Puerto Rico.....	2.2	2.3	1.9	6.4

Mr. FALLON. Mr. Chairman, I yield such time as he may desire to the gentleman from Missouri [Mr. CARNAHAN].

(Mr. CARNAHAN asked and was given permission to revise and extend his remarks.)

Mr. CARNAHAN. Mr. Chairman, I rise in support of the highway construction authorization bill, H.R. 10495. This is the usual biennial fund authorization for the fiscal years 1962 and 1963 for the Federal-aid highway program and for several classes of Federal domain roads. It is a 2-year authorization and deals with primary and interurban roads. It is felt necessary to authorize funds for 2 fiscal years so that the States may make their plans, arrange for financing these projects, and to allow for the apportionment of these funds in accordance with law for future highway construction.

The authorization for fiscal year 1961 has been \$925 million for this program.

This authorization which we are now considering provides for identical amounts of \$925 million for fiscal years 1962 and the same amount for 1963. Of this amount, 45 percent is available for projects under the Federal-aid primary system; 30 percent for projects under the Federal-aid secondary system, and 25 percent for projects on extensions of Federal-aid primary and Federal-aid secondary systems within urban areas.

Mr. Chairman, this A-B-C highway system extends into every county of the United States including both primary and secondary roads, and their extensions within urban areas. There are presently 260,170 miles in the primary system. This includes 237,117 miles in rural areas. The secondary system is by far the largest and consists of 570,399 miles of which over 559,000 are within rural areas. At the present time the total A-B-C highways embrace around 790,000 miles and carry about 48 percent of the total of all highway traffic in this country. With the normal increases in traffic over the next few years it is felt that the authorizations called for in this bill represent a minimum figure needed to keep the program moving at a smooth pace and to try and avoid any possible breakdown in this most vital operation. This pace is however not sufficient to adequately meet the demands of a fast increasing highway traffic.

For the State of Missouri this authorization means that over the next 2 fiscal years there will be allocated the following sums each year for the purposes noted: First, for its primary road system the State of Missouri is allocated the sum of \$11.1 million in each of the next 2 fiscal years; second, for its secondary road system the State is allocated for each of the next 2 fiscal years the sum of \$7.5 million; and third, for its urban connective road system the allocation for each of the next 2 fiscal years is \$7.5 million.

The remainder of my remarks, Mr. Chairman, are directed to a subject close to the heart of those of us who live in the wonderful Ozark Water Wonderland which comprises most of my congressional district—the authorization for forest highways and forest development roads and trails. We who live in this water wonderland amid the great forests of the Ozarks are keenly aware of the vital importance that forest roads and trails play in the proper development and utilization of our forests. I endorse wholeheartedly the proposals in this bill which increase funds for the purpose of building access roads and trails and I congratulate my colleagues, the gentleman from Idaho, Congresswoman Frost, and the gentleman from California [Mr. JOHNSON] for offering this amendment while the bill was in committee. Over the past few years funds for this needed project have been somewhat stabilized at a figure of around \$30 million. The increases called for in this authorization bill are set at a figure of \$5 million in 1962 and at \$10 million in 1963. This is a modest sum for the expansion of such a vitally needed service.

It is these access roads, or the lack of them as the case may be, that makes it possible or impossible for our forests to be properly managed. Such important items as the marketing of timber, the distribution of these forest products, salvage cutting, protection from fire, insects and disease are vitally connected to the question of the adequacy of roads within these areas. There is yet an additional phase of this program which is aided by the building of proper roads—the recreational use of our forest lands.

Mr. Chairman, the long-range objective of this provision in the bill is obvious—to have and maintain a system of roads and trails at a level adequate to make it possible to properly utilize the expected demands of these great forest areas within the Nation. This provision of the bill will indeed enhance the value of both the timber and other resources of our forests. I urge adoption of this bill as reported by the committee.

Mr. FALLON. Mr. Chairman, I yield 5 minutes to the gentleman from Illinois [Mr. KLUCZYNSKI].

Mr. KLUCZYNSKI. Mr. Chairman, I want to compliment the gentleman from Maryland [Mr. FALLON], father of the interstate highway program, the greatest public works program in the history of the world. Through his leadership in sponsoring a better highway program thousands of lives will be saved, and millions of dollars in property damage.

Mr. Chairman, although I am from the Midwest, and, as you know there are no forests in the city of Chicago, I am familiar with this problem because of being a member of the Committee on Public Works and also a member of the Subcommittee on Roads. From testimony presented I am thoroughly convinced that the moneys we put into forest development roads is not an expenditure but is an investment which is repaid many times over in increased receipts to the Government from the sale of timber.

Again, Mr. Chairman, it is a pleasure for me to serve with a gentleman like Mr. FALLON of Maryland.

Mr. McFALL. Mr. Chairman will the gentleman yield?

Mr. KLUCZYNSKI. I yield.

Mr. McFALL. I would like to commend the gentleman from Illinois for his statement on forest roads. I know that he as a long-time member of this committee understands this problem from his long history of distinguished legislative experience. I wish again to commend his statement.

Mr. AUCHINCLOSS. Mr. Chairman, I yield 5 minutes to the gentleman from California [Mr. BALDWIN].

Mr. BALDWIN. Mr. Chairman, it has been a privilege to serve during the past 6 years as a member of the Roads Subcommittee of the House Public Works Committee under the very able leadership of the gentleman from Maryland [Mr. FALLON]. In my opinion, without any question, Mr. FALLON is the most authoritative highway expert in this body. Under his leadership the Congress of the United States has enacted into law the most important far-reaching interstate highway program



that is now making possible a great speedup in the construction of highways throughout the United States in an effort to meet the needs of traffic and to decrease the loss of life. The gentleman from Maryland [Mr. FALLON] has made a great contribution to highway safety in this country and to the more rapid movement of people in suburban and urban areas, from the places where they live to the places where they work. The gentleman from Maryland deserves the commendation of this body and of the citizens of this country.

We have before us today the extension for 2 additional years of the so-called ABC road program which provides Federal aid to State primary and State secondary roads. This in the past has been a noncontroversial program. We are extending it at the same rate that has been previously authorized for the fiscal year 1961, that is, \$925 million. This program, of course, requires matching by the States on a 50-50 basis. There has been some discussion of an amendment which was adopted in the committee to increase the funds for forest roads and trails.

Let me say that we have adequate justification for this increase in the testimony of representatives of the Forest Service who came before our committee. Of all the authorizations contained in this bill this is the one authorization upon which there is a specific monetary return to the U.S. Treasury.

During the last year for which statistics are available, the year 1959, the Forest Service testified that we have received from the forests of this country an amount of \$122 million. These receipts will be enhanced by proper development of forest roads and trails.

Under the procedure followed by the Forest Service, if they have asked for bids on a national forest selective logging contract, and the bidders have to construct the roads to serve the area which will be logged, then the bidders reduce the amount of their bids by the amount of the cost of building the roads.

If, on the other hand, those roads are available, then the bids are increased by that amount. For that reason this amendment does not represent a net budgetary loss of \$5 million in the fiscal year 1962 and \$10 million in the fiscal year 1963 because we will have increased returns from those contracts to the Federal Government.

In addition to that, all of those who are familiar with our great national forests know that one of the greatest menaces to our national forests today is forest fires. Hundreds of thousands of acres are lost per year from that great danger. One of the biggest reasons why so many acres are lost is because we have inadequate access roads to get to the place where the fire is burning. Through this increased authorization it will make it possible for our firefighting units to get to those fires sooner and to attack them more rapidly with a greater chance to put them out more quickly, resulting in a great saving in the forests of this country.

I do not think anyone feels more discouraged than someone who goes

through the great national forests and sees thousands of acres completely denuded because of the ravages of a forest fire. This will reduce those ravages.

I think the amendment is a desirable one, I supported it in committee, and I intend to support it here on the floor.

I urge approval of H.R. 10495.

Mr. FALLON. Mr. Chairman, I yield 5 minutes to the gentleman from California [Mr. JOHNSON].

Mr. JOHNSON of California. Mr. Chairman, I want to take this opportunity to congratulate the chairman of the Committee on Public Roads. I happen to be a member of the Public Works Committee. The gentleman from Maryland [Mr. FALLON] showed me every courtesy when I appeared before his subcommittee in support of the amendment that has just been referred to.

I want to speak briefly in support of the amendment adopted by the committee. In the United States we have 180 million acres of Forest Service land. It is a vast resource which is underdeveloped and not much used at this time. This is spread over approximately 41 States of the Union. In California we have approximately 25 million acres of Forest Service land. In order to bring about proper utilization of our lumber products it is very necessary that we allow adequate funds to provide for these access roads and trails, because there are many areas within our national forests that have not been cut over. It is virgin timber, and it is going to waste. The more we open these forests the more dollars are returned to the Federal Government and the greater this vast resource is protected.

I think the major item that the forest people have to consider is control of disease within the forests, which results in more damage each year than do the fires.

The gentleman from California [Mr. BALDWIN] has pointed out that we have had serious losses due to fire in our national forests. Providing these access roads and providing these trails will give our Forest Service personnel an opportunity to control the diseases within our forests.

I might say also that these access roads are very important to our livestock people. They are very important to our mining people. And today we are trying to provide recreation areas within the national forests to provide for the care of approximately 90 million visitors a year. So I think you can all see that we do have a real job to do in opening up our forests with these access roads and trails.

Now, I think the Congress has been very kind in years past, long before my coming to the Congress, in allowing these necessary appropriations to be increased. During the years 1954, 1956, 1958, and again in 1960 we were and are very much concerned with this item, and we are very much in support of the increase allowed by the full committee. I think when that bill was passed by the full committee, with the amendments in it, there were only one or two objections to it going to the floor in that manner. I want to say that the \$5 million author-

ized as an increase over what was recommended in the initial bill will be available in 1962; the \$10 million that was authorized over the authorization will be available in 1963. I know that the Forest Service will do a very good job in presenting a case before the Committee on Appropriations to show that the Federal Government will reap a return upon this investment. I am very happy to say that this is one agency of our Government, under the jurisdiction of the Secretary of Agriculture, that is self-supporting.

Mr. JONES of Alabama. Mr. Chairman, will the gentleman yield?

Mr. JOHNSON of California. I yield to the gentleman from Alabama.

Mr. JONES of Alabama. As I understand, the increase of these funds for the forest highways is to implement the sustained yield program in the national parks.

Mr. JOHNSON of California. That is quite true.

Mr. CLEM MILLER. Mr. Chairman, will the gentleman yield?

Mr. JOHNSON of California. I yield to the gentleman from California.

Mr. CLEM MILLER. Have not past studies shown that this is only about 50 percent of what we could use in the way of funds to develop in a proper way the national program for national forests sent up from the Agriculture Department last year?

Mr. JOHNSON of California. To the best of my knowledge, I think the Secretary of Agriculture has asked for more than we have asked for here in these particular items.

Mr. CLEM MILLER. And these are very minimal requests for increased appropriations?

Mr. JOHNSON of California. Yes. Based upon past experience, I think these increases are very nominal for the proper development of these great resources.

The CHAIRMAN. The time of the gentleman from California has expired.

Mr. CRAMER. Mr. Chairman, I yield 5 minutes to the gentleman from New York [Mr. ROBISON].

(Mr. ROBISON asked and was given permission to revise and extend his remarks.)

Mr. TABER. Mr. Chairman, will the gentleman yield?

Mr. ROBISON. I will be happy to yield to my colleague.

Mr. TABER. It appears to me that there is a general authorization here instead of an authorization for appropriations out of the trust fund which was created by the act of, I think, 1956. What does the gentleman think about that?

Mr. ROBISON. If the gentleman would permit me, I yield to my colleague from Florida.

Mr. CRAMER. I would say to the distinguished gentleman from New York that the title specifically provides—and I stand to be corrected by the chairman of our subcommittee if I am wrong—"for the construction of certain highways in accordance with title 23 of the United States Code." I believe that incorporates the 1956 Highway Act. Of course, that would be the governing factor as to where the money comes from, and that



1956 act specifically provides that A-B-C moneys shall come from the trust fund. I ask the gentleman from Maryland if that is not correct.

Mr. FALLON. That is true. It specifically says in section 3 that the money that comes for the development of forest roads—that category of roads—comes from section 101, title 23 of the United States Code. And that comes out of the general fund.

Mr. CRAMER. And that is the same procedure that has been followed in the past?

Mr. FALLON. That is correct.

Mr. CRAMER. Those specific categories coming out of the general fund?

Mr. FALLON. That is correct.

Mr. ROBISON. Mr. Chairman, reserving my objections to the committee amendment that has already been discussed, I rise in support of H.R. 10495, and I commend the contents of the committee report and the supplemental views of certain minority members in which I joined to the study of my colleagues.

There is no need for me to take the further time of this committee in outlining again the problems we faced and the conclusions we reached. In arriving at the compromise that we have, our committee has again indicated its full awareness of the fact that this vast Federal-aid highway program, which got underway in 1956, is the single most important public works program not only in the history of this Nation but in the history of the world as well.

I was not a Member of this body in 1956, so I do not share with many of my senior colleagues on our committee in the responsibility for justifying the decision to undertake a program of this magnitude. However, I do fully share with them, and with you all, in the responsibility for doing all within our power to insure that the dream thus expressed is brought to its full fruition. If we are able to do so, all the objectivity, wisdom, and willingness to rise above petty politics we possess will be required of us. I hope we will not be found lacking, and the fact that there was this year the self-evident desire to search out the reasonable compromise that H.R. 10495 truly represents is a most encouraging sign.

Mention is made in the report, and has made on the floor today, concerning the various reports that we will have for consideration next year. The arrival of these long-awaited studies presages long and exhaustive work on the part of our committee when the 87th Congress convenes. In the course of that work, I feel I must also say that I most sincerely hope that the question of reimbursement of those several States, like my native State of New York, that have contributed mileage built at their own expense to the Interstate System without just compensation therefor will be fully explored. I have introduced H.R. 7512 in this Congress, seeking to reestablish the equitable principle of eventually making such reimbursement. There are other bills before our committee presenting various other approaches to this same problem. I now know it is unlikely that

there will be action on any of them this year, and in view of the broader base of information we will have before us next year to act upon, perhaps it is just as well. It is interesting to note, however, that in the early days of the program there was almost unanimous committee support for the principle of such reimbursement, and that it has only been as our basic financial problem has been steadily magnified that such support has dwindled away. Thus, I must say again, that I would hope we will not eventually permit the cost of doing equity to blind us to the principle of equity. I realize that there is ample room for dispute over the method of reimbursement as well as over the principle itself, but all that we ask and all we can expect who believe we are right on this proposition is to have our cause fairly presented and fully considered.

Before closing, I too, would like to say a word about our chairman of the Roads Subcommittee, the distinguished gentleman from Maryland, the Honorable GEORGE H. FALLON. It is not for me to intervene in any way in the decision to be reached by the people of his party in the district he so ably represents. However, I think it is proper for me to express my hope that they will afford him the opportunity of returning to office this year because, in my judgment, our committee has need of his experience, his fairness, his judgment, and his capabilities.

I have been a member of this committee for 3 years now, and I feel I would also be remiss if I did not express my appreciation of what a privilege that has been. I wish to also congratulate and commend the staff of our committee, including its able chief clerk, Mrs. Margaret E. Beiter; the chief counsel, Mr. Richard J. Sullivan; the diligent minority counsel, Mr. Robert F. McConnell; our splendid engineer-consultant, Mr. Joseph R. Brennan; and the members of our clerical staff. Without their help and assistance I am certain that the committee would not be able to function as well as it now does.

I urge the passage of H.R. 10495.

Mr. FALLON. Mr. Chairman, I yield 5 minutes to the gentlewoman from Idaho [Mrs. PFOST].

Mrs. PFOST. Mr. Chairman, I would like to join my colleagues in commending the chairman of the Subcommittee on Public Roads, Mr. GEORGE FALLON, for the very excellent work he has performed in committee on the bill before us for consideration today. It has been my privilege to serve on the Public Works Committee for the past 2 years, and I have had an opportunity to work closely with the gentleman from Maryland [Mr. FALLON], the chairman of the subcommittee, and have personal knowledge of his dedicated service. He was extremely courteous to me when I appeared before his subcommittee in behalf of an increase in funds for forest roads and trails, and he has always been most helpful on other committee matters. He is a conscientious chairman and a very able member of the committee. I wish to compliment him at this time.

Mr. Chairman, there has long been a need in this country for a well-rounded road and trail development program for the approximately 181 million acres of forests managed by the Government.

The committee has been generous in the past by providing authorizations for increasing amounts, and today the bill before the House carries an amendment that would make additional funds available for such projects. The amendment would boost the funds from \$30 to \$35 million for fiscal 1962 and from \$30 to \$40 million for fiscal 1963. These funds represent a sound business investment for the Government. Receipts from timber sales which would be made accessible by such roads would more than offset the additional funds provided for in the amendment.

My district—the First District of Idaho—until Alaska was admitted to statehood, contained more national forests than any other congressional district. It has long been recognized by Forest Service officials that the access road problem in the northern part of Idaho is very acute.

For many years, the harvesting of timber was limited to the most accessible and better stands. These were heavily cut. Since most of the lower elevation lands are not in the national forests, but rather are privately owned, they were not cut under sustained yield.

Today, as Members of Congress know, the demands for timber are steadily increasing. Science has given to wood and its byproducts hundreds of new uses in our everyday world. But lack of proper roads and trails has limited the timber harvest.

In north Idaho, there are 6.8 million acres of national forests with a sustained yield allowable cut of 600 million board feet annually. Last year only 370 million board feet were harvested, or only about 60 percent of the allowable cut.

The same story of—shall we call it—underproduction, also prevailed in the southern part of Idaho, which is in region 4 of the Forest Service. There are 13½ million acres with a sustained yield cut of 330 million board feet there. Last year, these forests marketed 240 million board feet of timber, or approximately two-thirds of the allowable cut.

Thus, I think that it can easily be seen that a substantial increase can be effected in the amount of timber marketed with the right kind of roads and trails. In Idaho, alone, Treasury revenues could be increased by more than \$3 million annually by providing necessary access roads in the national forests.

I might give as another example Clearwater National Forest. This area has an allowable cut of 170 million board feet, of which only 60 percent was marketed last year. On this forest, the Government constructed only 5.4 miles of roads in 1959. This forest has 735 miles of roads in it, but to complete the road system a total of 6,900 miles will be required.

Only about 10 percent of the Clearwater Forest road needs have been met so far. At the present rate, I think that



it will take decades to do the necessary road development work.

I might also mention, Mr. Chairman, that a recent survey showed that there is 25 million board feet of cull trees in our north Idaho forests. These old growth forests should be opened and, under sustained yield, converted to healthy forests. This same situation is true over most of Idaho.

Then, too, we should keep in mind that the new Government-built access roads would help smaller lumber companies to obtain timber contracts in competitive bidding with large corporations. At the present time, roadbuilding costs often prevent small companies from even submitting their bids.

This is the dollar-and-cents side of the ledger, and I think the figures are all in favor of carrying out the program as amended. There is also the other and, perhaps, equally important side of the picture, which must be kept in mind.

The new access roads, for example, would benefit farmers and ranchers in transporting their 6 million head of livestock to national forest ranges. They would greatly aid forest firefighters in putting out blazes which annually burn out more than 200,000 acres of valuable timber in the Nation.

And the new roads would open up tourist attractions in the wonderful mountain fastnesses for vacation-minded America to enjoy. The Forest Service tells me that some 81.5 million Americans use our national forests for recreation every year. And this figure is increasing from year to year.

I hope that Members of this body will approve the amendment. Keep in mind that the cost of the roads will be self-liquidating and thus there will be no real expense to the taxpayers. They represent a good, solid investment for Uncle Sam in the country's expanding future.

Mr. ULLMAN. Mr. Chairman, will the gentlewoman yield?

Mrs. PFOST. I yield to the gentleman from Oregon.

Mr. ULLMAN. I want to congratulate the very able gentlewoman from Idaho on her fine statement. I also want to congratulate the committee and its chairman [Mr. FALLON] for coming before us with this excellent bill. I am particularly pleased with the increase in funds for roads and trails. In my opinion, this is an exercise in real statesmanship in the administration of our forest lands.

Mr. Chairman, I am one of the 22 Members for whom my good friend, the gentleman from California [Mr. JOHNSON], spoke when he appeared earlier this year before the Public Works Committee and asked for the increased authorizations for forest roads and trails which it is now proposed to delete from the committee's bill. My interest in this problem is very real. There are more than 9 million acres of national forest in my district. I also think it is fair to say that I have a certain amount of experience with regard to the problems concerning forest roads and trails and of the need for a more adequate program in this regard.

We asked the committee to authorize \$40 million for fiscal 1962 and \$50 million for fiscal 1963. Even this, you will recognize, is short of the annual investment of \$60 million which would be required for full implementation of the program for the national forests. We were pleased, naturally, when the committee recommended an increase, though it was somewhat smaller than we had asked. It is now proposed to eliminate even this increase. Let me furnish you with five solid reasons for keeping these funds in the bill.

First. Increased forest roads and trails are needed to make timber sales more efficient, more competitive, more democratic, and more profitable to the Government. Timber sales from the national forests are not up to desirable or programed levels and a major reason for this fact—which, I would point out, results in the wasting of these public resources—is the inadequacy of access road facilities. Furthermore, the result of increasing dependence on timber purchasers for construction of access roads is not to save the Government money, but to cost it money. Experience shows that only the largest purchasers can and will bid on combined road-and-timber proposals and this means that usually only one bid is received. The resulting lack of competition means more cost for the roads and less revenue from the timber sales. And most important, to my mind, is the fact that this practice tends to freeze out the smaller timber buyers—a tendency which is contrary to our established policy and tradition of giving small business a fair break.

Let me cite several examples from my own district. One sale of 97 million board feet was appraised for \$1,768,000. Road costs were estimated at \$824,000 or about half the value of the timber itself. It is not surprising to note that there was only one bidder at this sale and that it was sold under auction at the appraised price.

In another sale of 91 million board feet, the appraised price was \$1,808,000. Road costs were \$385,000 and again there was only one bidder with a sale at the appraised price.

A third sale involved 54 million board feet with an appraised price of \$1,174,000. The road was estimated to cost \$234,000. Needless to say, there was only one bidder.

These examples reflect a general situation. In sales running between 10 million and 25 million board feet, the average cost of roads was \$93,000 compared to an average appraised price for the timber of \$178,000. The average bid price of these sales was \$272,000, or a 53 percent increase over the appraised price. In the next larger class with sales running between 25 million and 50 million board feet, the average cost of roads rose to \$178,000 per sale. The average appraised price was \$319,000. The average bid price was \$444,000, or a 39 percent increase over the appraised price. In sales involving more than 50 million board feet, the difference between appraised and bid price narrows with extreme rapidity. At the same time, the number of bidders is generally reduced to one per sale.

These examples demonstrate a number of serious shortcomings in private purchaser construction of the more expensive type of access roads. All such roads require larger sales, but when such sales are made, competition is greatly lessened. The result is the loss to the Government of financial increments accruing through a possible higher price for timber and a possibly lower bid for the construction of the roads.

Another sale of 21 million board feet adequately demonstrates this conclusion. The timber was appraised at \$468,000 while road construction costs were estimated at only \$27,000. On this sale, there were three bidders and the timber was sold for \$525,000. In other words, the Government received \$57,000 over the appraised price.

Thus, when sales are of such a size that actual bidding is possible, the price received represented the lowest price for road construction and the highest price for timber. But such sales can only be made if the Forest Service is allowed to build the more expensive roads.

Second. Increased forest roads and trails are necessary to keep the national forests on a basis of financial self-sufficiency. If use for nonreimbursable purposes continues to grow—as we know it will and as we want it to—increasing revenues from the sale of renewable resources will be essential to pay the cost. More adequate access facilities are needed to make possible the normal growth of those revenues and the increases recommended by the committee are a necessary step toward that goal.

Third. More adequate forest roads and trails means savings both in the cost of fighting forest fires and in reduction of timber losses which stem from such fires. It has been estimated that the total cost of forest fires on the national forests—in terms of damage and in terms of expenditures to fight them—amounted to about \$70 million last year. Better access road systems cut the costs of firefighting and make the job more efficient, thus saving the Government money on both counts.

Fourth. Increasing recreational use of the national forests means greater needs in terms of access roads. Visits to these forests have more than doubled in the last 5 years, from 40 million persons in 1955 to an expected 81 million this year. This is an encouraging and wonderful thing. Recreation is one of the important uses of this public resource. But, obviously, this increased use requires increased access facilities and only if we provide the necessary roads and trails can the full benefit of our national forests be enjoyed by all of the people who want to do so. After all, Mr. Chairman, the national forests belong to the people and they should be available to the people.

Fifth. Finally, increased revenues from the renewable resources of the national forests will mean increased revenues flowing to local government and to meet such needs as those which are so pressing in education. Again, the basic fact is that expenditures on our national forests represent an investment and one of the best investments which we can



make. This, as I have tried briefly to show, is particularly true of expenditures on forest roads and trails.

(Mrs. PFOST and Mr. ULLMAN asked and were given permission to revise and extend their remarks.)

Mr. CRAMER. Mr. Chairman, we have no further requests for time.

Mr. FALLON. Mr. Chairman, I yield 3 minutes to a member of the committee, the gentleman from Pennsylvania [Mr. CLARK].

Mr. CLARK. Mr. Chairman, I rise to support the bill H.R. 10495 and also to compliment our chairman on the effective way he has presented this bill to our committee, and also the members of the committee. I wish at the same time to state that the funds provided for forest roads and trails by the Public Roads Committee result from the effective factual presentation made by one of our colleagues, the gentleman from Montana [Mr. METCALF].

I need not detain you further with these remarks concerning a man whom we know and respect as a conservation leader in our Nation.

It was in early January before the Congress had even convened that LEE METCALF started to work on this vital element of the road bill. I say to my colleagues, LEE METCALF constantly stresses that these forest roads bring development to the forest areas in the 40 States that have national forests. LEE METCALF proved effectively that these forest roads are a key to helping private enterprise and small business to work together with our Government in the development of our natural resources.

Mr. Chairman, I wish at this time to put in the RECORD a telephone conversation I had with LEE METCALF stating he is supporting the highway bill. This was a telephone conversation to me from Montana this morning.

The CHAIRMAN. Without objection, it is so ordered.

There was no objection.

STATEMENT OF HON. LEE METCALF ON H.R. 10495, FEDERAL HIGHWAY ACT OF 1960

Mr. METCALF. Mr. Chairman, I support H.R. 10495, the Federal Highway Act of 1960, as reported. I was among those appearing before the Committee on Public Works urging an increase in the amounts authorized for forest roads and trails. As you know, the committee increased the authorization from \$30 million a year to \$35 million for fiscal 1962 and to \$40 million for fiscal 1963.

This item will provide roads needed for timber management, fire and disease control, watershed development and management and recreation.

The budgets of the past few years have not permitted progress in timber sales. Montana national forests have an allowable cut of 825 million board feet. In the past few years, an average of less than 50 percent of the allowable cut has been sold. The major reason is the lack of access roads to this timber.

There are two ways to build these roads. One is by direct appropriation. The other is by the timber purchaser, who then deducts the estimated cost of road construction from the price paid for public timber.

When timber purchasers build these roads, public timber is sold in large blocks—too large for a small or medium-sized operator to handle. Then there is generally only one bid—at the appraised price, minus the estimated cost of the road.

The taxpayers stand to benefit, in cash on the timber, by having several bidders. They stand to benefit by having the main line road built under separate contract, bid upon by road builders, for experience shows that the road builders generally offer to do the job for 10 to 20 percent less than the engineers' estimated cost.

These large sales make it impossible for the smaller operators to secure timber. Since estimated cost of a road built by a timber operator is deducted from the price he pays for the timber, this means less return to the public Treasury from a public resource and, in turn, less money for the rural school and road systems in the counties in which the forests are located. As you know, these counties share in the income from the national forests. In addition, road construction by timber purchasers is outside the control of Congress.

We lose all around when we don't appropriate the money for forest development roads. We lose millions of board feet of timber, deteriorating in inaccessible areas. We spend large sums, and risk the lives of parachuting firefighters, to control fires in these roadless areas. Smaller firms cannot buy timber if they are also burdened with expensive road construction, so they fold. The fewer the bidders, the lower the price the public gets for its timber. Road construction by the purchaser shuts out the road contractors and the union labor they employ.

The statement in the minority report on this bill that this increase is "primarily for the benefit of some big lumber companies" demonstrates abysmal ignorance of the integral part these roads play in the development, management, and use of our public forests. In fact, this program is opposed by the big timber companies because they oppose development and growth of small and medium-sized firms such as two recent new industries which have come to Montana—the new lodge pole mills at Phillipsburg and White Sulphur. These mills, operated by experienced small timbermen from Oregon, are in Montana because of our rich supply of timber, made available as a result of past actions by Democratic Congresses in increasing funds authorized for timber development.

I plead with the House to support its committee which stated: "Every cent invested in timber access roads \* \* \* returns in full the investment made by the Federal Government."

Mr. FALLON. Mr. Chairman, I yield 3 minutes to the gentleman from Vermont [Mr. MEYER].

Mr. MEYER. Mr. Chairman, I can attest from my own professional experience as a forester that money put into road construction in the national forests will certainly bring back much more both in the form of forest products and in other uses of the forest than we would ever put into the course of construction. Therefore, to me this is fundamentally an investment in something worthwhile that will produce revenue for the Government and for the people in general.

In connection with the general road-building program, my State of Vermont is a State that has very few people, but a great number of miles of roads to build on a per capita basis. For that reason, our costs are high and we have a lot of trouble building those roads. I would like to ask the gentleman from Maryland about the percentage of contributions by the Federal Government for the primary and secondary system. I notice there is going to be a review of the program starting in January of next year. Does the gentleman from

Maryland believe that the percentage paid by the Federal Government might be increased? I know that this would help a State such as mine very much. Starting in January of next year, does the gentleman from Maryland believe that consideration would be given to raising the percentage of contribution by the Federal Government for the primary and secondary systems because in states like mine we have a great deal of trouble raising our share of funds?

Mr. FALLON. It may well be brought out in the hearings and study that our committee will start in January of 1961. But I cannot guarantee to the gentleman that there would be any change unless the hearings would justify such a change.

Mr. MEYER. I would like to ask the gentleman if, in the consideration of this in the future, some weight would be given to my remarks because I know it would help a State like Vermont a great deal if the percentage of the Federal contribution is raised.

Mr. FALLON. I can say to the gentleman from Vermont, when the hearings start, if the gentleman would apply to testify before the committee, we would be delighted to hear him as we have heard all other Members who have wanted to testify.

Mr. MEYER. I thank the gentleman.

Mr. FALLON. Mr. Chairman, I yield 2 minutes to the gentleman from California [Mr. CLEM MILLER].

Mr. CLEM MILLER. Mr. Chairman, I join my colleagues in support of this legislation, H.R. 10495, and particularly those sections providing for forest roads and trails. We are asking for a modest increase here. Ample studies have been conducted over the past years by this body and the other body, which indicate that the level of expenditures for forest roads should amount to approximately \$60 million a year while we are only seeking \$35 million here—and it should continue to rise within 5 years to approximately \$90 million a year. All of this money would be more than repaid by the timber users. It has been emphasized that there is a benefit from the point of view of timber sales, fire and insect control. As the gentleman from Illinois [Mr. KLUCZYNSKI] spoke so eloquently in behalf of this bill, it should be noted that there are benefits for the people of Illinois. The people of Illinois come to our forests and use them. These forest roads are not just for timber sales, insect and fire control. They are also available for recreational uses for the people of the entire United States. I can attest to the fact that the automobiles in my congressional district summer after summer from outside the State of California far outnumber the local automobiles. Therefore, the increase for forest roads is of tremendous importance to those in the urban areas as well as those who have national forests in our districts. This increase in the forest roads and trails should be supported by Congressmen representing urban districts as well as by those of us who represent districts containing national forests. They stand to gain just as much or more for their citizens as we do.

The CHAIRMAN. The time of the gentleman has expired.



Mr. THOMPSON of New Jersey. Mr. Chairman, I have in mind a proposal which would amend title 23 of the United States Code, relating to federally assisted highway programs, to provide that we retain the concept of direct routes between principal metropolitan areas referred to in section 103(d) of that title, but at the same time would require that, wherever practicable, such federally assisted highways must preserve or increase to the maximum extent possible established historical, residential, and property values.

I have long been interested in this subject, having become concerned with the preservation of a number of historic sites and buildings in New Jersey, including Morristown National Historical Park and the Ford Mansion there which was Gen. George Washington's winter headquarters for his New York campaign.

The situation is so bad in Morristown, N.J., that at one point Secretary of Commerce Sinclair Weeks directed the U.S. Commissioner of Public Roads to give his personal attention to the Route 202 issue in that lovely New Jersey city.

In a letter made public at the time by our distinguished colleague, the gentleman from New Jersey [Mr. FRELINGHUYSEN], Secretary Weeks said he had discussed the present alignment across property of Washington's headquarters with the Bureau of Public Roads in an effort to secure an alignment, and I quote, "which will minimize property damage and, if possible, eliminate any encroachment on a national park."

The letter declared that the National Park Service was firmly opposed to the proposal of the New Jersey State Highway Department which would cut off two triangles from the Morristown National Historical Park.

The National Park Service proposed, instead, that the new highway be taken out of Morristown altogether.

The Director of the National Park Service, Conrad L. Wirth, wrote as follows:

We oppose this plan on the basis of its justifiable distraction from historic park features that were associated with the very birth and recognition of this country as a Nation.

We cannot concur in the present State plans and must disapprove the use of Federal lands under our jurisdiction for highway purposes.

I am certain that in the long run the people of New Jersey and the country as a whole would be better served if the new highway could bypass entirely the historic town of Morristown.

National Park Director Conrad Wirth, according to reports published in the newspapers in New Jersey also urged that consideration be given to alternate routes completely removed from the site and features of Morristown National Historical Park as well as the historic town setting which surrounds them.

According to reports published in newspapers in New Jersey such as the Morristown Daily Record which have been made available to me by Mayor J. Raymond Manahan of Morristown, and here I read from one of these reports:

TRENTON.—State Highway Commissioner Dwight R. G. Palmer was skeptical when

asked last night about the decision of the National Park Service not to allow the highway to touch the historical park.

"How much of Washington's Headquarters is hallowed ground," he snapped. "Washington didn't sleep out on the lawn every night."

"Palmer, frankly critical of the Park Service's action, said he was confident our legislative representatives in Washington will defer to the judgment of the highway department and the bureau of roads in the alignment of FAI 104.

"He said the department would not ask for an act of Congress to get the road across the property but indicated there would be no barrier to taking (George Washington) school grounds.

"He said if the highway is placed outside of town, 'We'll have to cut the heart out of the town with a feeder road.'

"I feel certain," he concluded, "that once this circus is over, the populace will commend us for our action."

Another newspaper story from the Morristown Daily Record is headlined "Route 202 Due To Go Through Town—Little Chance of Any Change in Line Seen," and it goes as follows:

TRENTON—State Highway Commissioner Dwight R. G. Palmer and a top aid told 150 people from Morristown and vicinity yesterday that though the new FAI 104 (Route 202) was not yet finalized as going through Morristown, that is exactly where it will go in all probability.

At a hearing on the new road, Palmer and Chief Engineer Otto Fritchle answered objections, principally from Morristonians, and indicated (1) the Federal Bureau of Roads requires that the highway go where traffic is the greatest; and (2) traffic is greatest in Morristown.

Mayor J. Raymond Manahan, spokesman for the Morristown group, declared that local citizens are "fighting for their residential lives" and warned that if the route goes through town, "we will be a deserted village."

Lawrence B. Howell, president of the board of trustees of the Washington Association, which operates Washington's Headquarters, Dr. Francis Ronalds, coordinating superintendent of the parks, and Harvey Cornell, of the National Park Service, which owns the land, all opposed the route.

Dr. Ronalds said quietly: "To me, it's a horror."

Former Mayor W. Parsons Todd called the alignment "extremely unfortunate."

I include here, as part of my remarks, a letter under date of May 3, 1960, from Mayor Manahan of Morristown transmitting the newspaper articles from which I have been quoting:

TOWN OF MORRISTOWN, N.J.,

May 3, 1960.

Congressman FRANK THOMPSON, Jr.,  
House Office Building,  
Washington, D.C.

DEAR FRANK: In reply to your communication of April 29, 1960, concerning Mr. Palmer's remarks in connection with the Morristown National Historical Park, I am forwarding to you a scrapbook which contains all of the press releases concerning the proposed new highway. I have specifically marked a page which carries the story of Mr. Palmer's remarks questioning the amount of land that could be termed "hallowed ground." I will forward additional information to you in the near future.

When you have completed your research with the scrapbook, would you please arrange to have it returned to me.

With kind personal regards, I am,

Yours very truly,

J. RAYMOND MANAHAN,

Mayor.

In a recent newsletter of mine I praised New Jersey State Highway Commissioner Dwight R. G. Palmer, who is certainly one of the ablest men in New Jersey and, indeed, in the Nation. There has been no scandal in New Jersey's highway building program, and this program is certainly a model for other States. However, I felt constrained to point out that Commissioner Palmer has made very clear his utter lack of concern with the dwindling number of historic sites and buildings in New Jersey, and his determination to encroach upon the Morristown National Historical Park.

The Newark Evening News of April 27, 1960, carried a story from United Press International which reported that Commissioner Palmer had said there was not a single example to back up my newsletter statement.

I have, therefore, read from these newspaper articles on the situation at Morristown and let the facts speak for themselves.

This lack of interest and concern in historic structures is shocking. A nation with no regard for its past will have little future worth remembering. The Reader's Digest in January 1959 warned that "studies indicate that at least 25 percent of the finest historic and architectural monuments that existed in the United States in 1941 have been destroyed."

The Reader's Digest article, which was authored by Blake Clark, one of its senior editors, reported that the concrete cloverleaf is fast becoming our national flower, and warned that "many communities may not attempt to save their historic places until it is too late." This magazine, which is to be commended for its interest in historic preservation, added that "In the next few years 41,000 miles of new highways will charge through some of our last surviving wilderness areas, through major cities, along historic old roadways."

It is my sincere belief that the Congress must deal with this problem now, before it is too late.

I now turn to a quite similar situation facing the people of the District of Columbia.

Here, by reason of pressures from the Federal Highway Administrator, controlling 90 percent of the funds that would be used, the District of Columbia is presently making surveys and other preparations for construction of an \$111 million freeway on a routing generally known as the Wisconsin Avenue corridor between Pooks Hill in Maryland and the Inner Loop. This Northwest Freeway—to be designated route 70-S—has been declared undesirable by a majority of the District Commissioners and the chief of the District highway department and is deemed unnecessary by the engineering consultant to the mass transportation survey. The Maryland State Roads Commissioner has also declared his opposition to this route. If actually constructed, this route would, according to the northwest committee for transportation planning, of Washington, D.C. (a) cost the Government—Federal, District of Columbia, and Maryland—more money than the alternative route proposed by the District and Maryland



highway departments; (b) permanently harm many premium residential areas of Northwest Washington, Chevy Chase, and Bethesda; (c) permanently harm many primary educational and charitable institutions, including Woodrow Wilson High School, Sidwell Friends School, the Washington Home for Incurables, Phoebe Hearst Elementary School, Dumbarton College, and Our Lady of Lourdes School; (d) deface the valuable park facilities through which it will pass, including Fort Reno Park, Melvin C. Hazen Park, Glover-Archbold Park, and Rock Creek Park; and (e) increase the tax burden of residents of the District of Columbia by condemnation of a minimum of \$22.4 million of property bearing an assessed valuation for tax purposes of at least \$8 million.

At this point I would like to quote a paragraph or two from an April 29, 1960, survey of the Northwest Freeway controversy prepared by the Northwest Committee for Transportation Planning:

The proposed link for Interstate Route 70-S is being pushed over the unanimous opposition of citizens' associations representing the residential areas through which it would pass, and in spite of the fact that the official engineering studies indicate that such a route is not needed. Expert opinion is agreed that the route will not "solve" traffic congestion problems in the Northwest. Most of the experts called by the Joint Senate and House Committee on Washington Metropolitan Problems (Bible committee), which studied the mass transportation survey, testified that a rapid rail transit system such as that being proposed for Washington in the Bible bill (S. 3193) will make any such freeway unnecessary.

The Northwest Freeway received its original impetus from the Chairman of the National Capital Planning Commission and the National Capital Regional Planning Council, Harland Bartholomew (NCPD) and Donald E. Glingery (NCRPC), who succeeded in having these bodies overrule the advice of their engineering consultants to the extent of including the freeway in the "Transportation Plan—National Capital Region" submitted by the President to Congress in July 1959. Public opposition to the freeway, expert testimony before the Bible Committee in November 1959 against the "auto-dominant" features of the Transportation Plan, and the route's inherent engineering drawbacks permy before the Bible committee in November of the transportation plan, and the suaded the District of Columbia Commissioners to maintain their previously expressed opposition to the Northwest Freeway as the Route 70-S link. District Highway Director Harold Aitken therefore initiated cost studies for the route recommended by the engineering consultants to the NCPD. This route would bring Route 70-S to the Inner Loop via the B. & O. Railroad right-of-way and the area of Sixth Street NW. At this stage, however, Bertram D. Tallamy, the Federal Highway Administrator, intervened and announced that he would only approve a route down the "Wisconsin Avenue Corridor" so that the District of Columbia Government is now placed in the dilemma of either submitting plans for a route it does not want or else forfeiting a multimillion-dollar grant from the highway trust fund.

Commenting publicly on the Wisconsin Avenue Corridor, which is being forced on Washington because of what the Washington (D.C.) Evening Star calls "the dictatorial decision of the Bureau of Public Roads," Senator FRANCIS CASE,

of South Dakota, has publicly declared that—

It seems to me that as far as possible the routing of a link of the Interstate System through a city—and particularly the Capital City—should cure a blight rather than create one. Offhand, it is my opinion that any overhead throughway similar to the Whitehurst Freeway, if run through a good residential section, would blight the property on both sides to a serious degree.

On the other hand, it seems to me that if the route should go through an area which is marked for redevelopment or slum clearance, to the extent that the construction results in clearance and improvement, a second benefit will flow from the money expended.

And, at the same time, an overhead freeway through a well-developed residential section would seem to be more costly than acquiring the right-of-way through an area marked for reconstruction.

And then the distinguished Senator from South Dakota, who is ranking minority member of the Senate Public Works Committee, made the following statement which is the basis for the amendment which I have offered:

I recognize that the Bureau of Public Roads in passing upon route proposals must operate within the directive of the laws relating to the Interstate System—in this instance, perhaps noting particularly that relating to a "direct route." However, if it should be demonstrated that greater benefits from the Federal dollar spent would result by deviating from the shortest line concept, it should not be too difficult to pass authorizing legislation where the Nation's Capital is concerned.

We have to recognize that if the taxable valuations within Washington are reduced by elimination of or injury to well-developed areas, the pressure increases on Congress to make a larger annual payment to the District. So, it could be that although the cost to the Highway Trust Fund might be less on the shortest route possible, the ultimate cost to the Federal Treasury might not be.

I have discussed my amendment with the Assistant General Counsel of the Bureau of Public Roads, R. L. May, who advised me that it is consistent with the general policy of the Federal Bureau of Public Roads. In addition, he called my attention to the last sentence of the last paragraph of subsection B, section 101, title 23—Public Law 85-767—which reads as follows:

It being the intent that local needs to the extent practicable, suitable, and feasible shall be given equal consideration with the needs of interstate commerce.

It is high time that greater attention was given to this significant sentence by all public officials concerned with the Federal highway program and here I refer to the State highway officials as well as the officials in charge of the program at the national level.

In a number of highly important acts, the Congress has spelled out our Nation's policy of preserving and protecting historic American buildings and sites for the inspiration and benefit of the people of the United States.

State and Federal highway officials should take a cram course in these enactments.

America's history is of growing concern to our people, and unless the present course is altered, and altered drastically, we may soon find that there is

none of it left standing in visible form.

Carl Sandburg, Lincoln scholar, poet, and philosopher, has summed it up brilliantly in these words in his book, "Remembrance Rock"—

If America forgets where she came from, if the people lose sight of what brought them along, if she listens to the deniers and mockers, then will begin the rot and the dissolution.

Mr. FALLON. Mr. Chairman, I would like to thank the members of the subcommittee for the fine cooperation shown me in writing this bill. Particularly I would like to compliment the gentleman from Ohio [Mr. SCHERER], who is unable to be here today, for his fine cooperation and contribution to the legislation that comes out of our committee at all times.

I have no further requests for time, Mr. Chairman.

The CHAIRMAN. The Clerk will read.

Mr. FALLON. Mr. Chairman, I ask unanimous consent that the bill be considered as read and open for amendment at any section.

The CHAIRMAN. Is there objection to the request of the gentleman from Maryland?

There was no objection.

The bill is as follows:

*Be it enacted by the Senate and House of Representatives of the United States of America in Congress assembled,*

#### SHORT TITLE

SECTION 1. This Act may be cited as the "Federal Highway Act of 1960".

#### AUTHORIZATION

SEC. 2. For the purpose of carrying out the provisions of title 23 of the United States Code the following sums are hereby authorized to be appropriated:

(1) For the Federal-aid primary system and the Federal-aid secondary system and for their extension within urban areas, \$925,000,000 for the fiscal year ending June 30, 1962, and \$925,000,000 for the fiscal year ending June 30, 1963. The sums authorized in this paragraph for each fiscal year shall be available for expenditure as follows:

(A) 45 per centum for projects under the Federal-aid primary system;

(B) 30 per centum for projects on the Federal-aid secondary system;

(C) 25 per centum for projects on extensions of Federal-aid primary and Federal-aid secondary systems within urban areas.

(2) For forest highways, \$33,000,000 for the fiscal year ending June 30, 1962, and \$33,000,000 for the fiscal year ending June 30, 1963.

(3) For forest development road and trails, \$30,000,000 for the fiscal year ending June 30, 1962, and \$30,000,000 for the fiscal year ending June 30, 1963.

(4) For park roads and trails, \$18,000,000 for the fiscal year ending June 30, 1962, and \$18,000,000 for the fiscal year ending June 30, 1963.

(5) For parkways, \$16,000,000 for the fiscal year ending June 30, 1962, and \$16,000,000 for the fiscal year ending June 30, 1963.

(6) For Indian reservation roads and bridges, \$12,000,000 for the fiscal year ending June 30, 1962, and \$12,000,000 for the fiscal year ending June 30, 1963.

(7) For public lands highways, \$3,000,000 for the fiscal year ending June 30, 1962, and \$3,000,000 for the fiscal year ending June 30, 1963.

#### DEFINITIONS

SEC. 3. For the purposes of section 2 of this Act each of the following terms shall have



the same meaning as is given it in section 101 of title 23 of the United States Code:

- (1) Forest development roads and trails;
- (2) Forest highway;
- (3) Indian reservation roads and bridges;
- (4) Park roads and trails;
- (5) Parkway;
- (6) Public lands highways;
- (7) Federal-aid primary system;
- (8) Federal-aid secondary system;
- (9) Urban area.

#### AMENDMENTS TO TITLE 23

SEC. 4. (a) Subsection (c) of section 129 of title 23, United States Code, is amended by striking out "under prior Acts".

(b) The first sentence of section 203 of title 23, United States Code, is amended by striking out "Funds now authorized" and inserting in lieu thereof "Funds authorized".

The CHAIRMAN. The Clerk will report the first committee amendment.

Mr. CRAMER. Mr. Chairman, I ask unanimous consent that committee amendments 1 and 2 be considered en bloc.

The CHAIRMAN. Is there objection to the request of the gentleman from Florida?

There was no objection.

The Clerk read committee amendments 1 and 2, as follows:

Page 2, beginning on line 16, after the word "trails," strike out "\$30,000,000" and insert in lieu thereof "\$35,000,000".

Page 2, beginning on line 17, after the word "and" strike out "\$30,000,000" and insert in lieu thereof "\$40,000,000".

Mr. CRAMER. Mr. Chairman, I rise in opposition to the amendments.

Mr. Chairman, I am not going to labor the point. I discussed it in general debate, but there is a difference of opinion with regard to the inclusion of an additional \$5 million for forest development roads and trails for the fiscal year 1962, which is amendment number one, and \$10 million increase, from \$30 million to \$40 million, both amendments being considered en bloc. That means an increased general fund expenditure in the amount of \$15 million over a 2-year period.

Where does this money come from? This comes from the general fund; from the taxpayers' pockets. Let us not have any doubt about that fact, about these amendments, which will increase the 1962 budget by \$5 million and the 1963 budget by \$10 million. So we are talking about general funds authorization in the amount of \$15 million.

Let me briefly mention the latest increases that have been made with regard to forest development roads and trails. Let me say at the outset there is no one who is more in favor of the proper and necessary development of forest highways and trails and who realizes better the benefits that come from them. But I pose this question: Are those benefits any greater than those flowing from the A-B-C system? Are they any greater than the benefits from the Interstate System, that will save 3,500 lives when completed? Of course, if we are going to appropriate an additional \$15 million, then you go to the further question, if we are going to authorize that much more money, could we not justify just as well or better the spending of that amount on the A-B-C system or on the Interstate System, if we are going to

spend more money out of the general fund?

So I think that question has to be answered; and my reply to it, so far as I am concerned, looking at the equities of the situation, looking at the financial problem and being dedicated to a balanced budget, and with regard to this forest highway problem, and recognizing the value of the arguments of those who proposed the amendment, that this is in effect a self-liquidating highway construction phase of the matter which, of course, to some extent may be true, but we still get back to the same result, that it means an increase of \$15 million in appropriations.

It has been suggested that these highways have earned \$122 million through the cutting of timber, and so forth, recreation, and what have you, \$122 million last year. I do not know how much net that is; that, apparently, is the gross; I do not see any testimony in the hearings as to what the net earnings have been, or whether that has been taken into consideration.

Let me trace what the authorizations have been in the past years, what the increases have been, and then you can perhaps better decide whether or not this authorization as proposed by the subcommittee is warranted. The subcommittee did not make these increases. The subcommittee retained the funds of \$30 million a year and did it because it was of necessity having to keep the A-B-C system on the present authorization of \$925 million a year. As a matter of fact, of necessity, last year there was also a cutback of \$400 million in the Interstate System from \$2.2 billion to \$1.8 billion. Recognizing realities, we went along with present authorizations, but the subcommittee did the same thing with regard to forest development roads and trails.

In 1954 and 1955 Congress authorized \$22.5 million for these forest development roads and trails. In 1956-57 it went up to \$24 million. In 1958-59 it went up to \$27 million. In 1960-61 it went up to \$30 million. So there has been an increase of one-third in this between 1954 and 1960.

Again, in 1958, in the so-called Recession Act there was an increase of an additional \$5 million.

What is being proposed is an increase over and above that one-third increase over the last 6 years for an additional increase of \$15 million: \$5 million in 1962, and \$10 million in 1963; or, in effect, nearly a 100-percent increase to \$40 million in 1963 over \$22.5 million in 1965.

Mr. McFALL. Mr. Chairman, will the gentleman yield?

Mr. CRAMER. I yield.

Mr. McFALL. Would not the gentleman agree, however, that the increase in the budget that he spoke of is an illusory one in view of the fact that every time the amount has been increased in this manner the money has come back to the Treasury through receipts from the timber that has been sold, sufficient money to cover the entire increase? And the gentleman, I think, would agree that that would be the case this time as well.

Mr. CRAMER. I say to the gentleman that probably there would be some increased money in return. There is nothing however, in 1961 to show what proportion of the additional expenditure would come back in net earnings to the Federal Government which incidentally go into the general fund.

The point is it actually means an increase in appropriation to the amount of \$15 million, and at this time I do not think it is justified.

Mr. JOHNSON of California. Mr. Chairman, I move to strike out the last word and rise in support of the amendments.

Mr. Chairman, I want to say that every dollar we are asking for here will be more than repaid to the Federal Government. I think the Federal Government at the present time is spending much more than we are asking in allowing these funds to come from the timber receipts, the actual sales of timber. They are setting aside so much of the funds today for the construction of these roads for the operator who is the successful bidder, and he himself constructs these roads.

The more we open up these forests with the funds we are requesting in the way of access roads, the more we provide in the way of multiple benefits to the forests themselves. I think we have only to look at one benefit, and that is the competition that takes place in connection with the bidding for this timber, because approximately 95 percent of the receipts of the Forest Service come from the sale of timber. If you will study the matter as I have and take into consideration the returns to the Federal Government you cannot help but support the amendments that were adopted by the committee. Therefore, I ask that the amendments be agreed to.

Mr. McFALL. Mr. Chairman, will the gentleman yield?

Mr. JOHNSON of California. I yield to the gentleman from California.

Mr. McFALL. Is it not true also that in this case this money comes out of a general fund and will be reimbursed through timber sales? It has no relation to a necessity for a cut in the trust fund, nor to the necessary cut in the ABC system because of the condition the trust fund will be in. In other words, there is no relation between those items?

Mr. JOHNSON of California. That is right. This is an amount that comes from the general fund. Every bit of this proposed appropriation comes from the general fund. It is not a part of the trust fund item.

Mr. CLEM MILLER. Mr. Chairman, I rise in support of the pending amendments.

Mr. Chairman, I take this opportunity to respond to a point made by the gentleman from Florida [Mr. CRAMER] regarding the increases that have occurred from year to year in these forest road appropriations. He called attention to the increases from year to year and it looks like a frightening amount when you consider the matter in percentages, but when you come to dollars it is an insignificant amount. Even the percentage increases are readily explained if you consider that our na-



tional forests have not been developed for sustained yield at a very speedy rate. In the First District of California, the Six Rivers National Forest is only beginning to feel the effects of our road program. The cutting circles are only now reaching their sustained yield potential—a short time ago it was 35 percent, and right now it is only 75 percent. A greatly expanded road program is needed to reach our optimum cut. Even if there is a substantial increase from year to year in the road construction programs we are only now beginning to make a dent in the huge backlog of requirements. It is only in very recent times that we are beginning to cut in our national forests on a sustained yield basis. We have so far to go that percentage increases are no index of a proper spending level at all.

Last year the Department of Agriculture brought down to us the program for the national forests. It was astounding to me to see how the budget recommendations made by the administration to implement this program has fallen so far short of its goals. I believe, therefore, that the percentage increases give an incorrect picture of what is actually happening in the national forests and should not be regarded as an adequate index when we come to vote on these amendments. The amendments are necessary in order that the sustained yield operations recommended by the administration itself can be fulfilled.

Mrs. PFOST. Mr. Chairman, I rise in support of the amendments.

Mr. Chairman, as a woman and one who manages our family's budget, there is no one more aware than I am of the urgent need for saving dollars when it comes to the taxpayers' money. I always have, and will continue to be 100 percent for slicing every possible bit of fat out of the budget.

But the amendments that have been made to the bill before us—which would increase the funds for forest roads and trails development during the next 2 fiscal years—would not in fact be adding to the overall cost of the budget. In the long run, they would more than pay for themselves. I think that Uncle Sam stands to make money on the deal and, to me, that sounds like good, solid business practice.

This does not come out of the trust fund. It must be justified again before the Appropriations Committee.

Building these new access roads and trails would be a genuine aid to economic development in those States which contain many thousands of Government-managed forests. In Idaho, for example, we have more than 20 million acres of national forests. Figures collected by the U.S. Forest Service show that we are harvesting just a little more than half of the timber potential in the State.

New access roads would greatly step up the timber yield and in turn the revenues to the industry, the State and the Federal Government would be considerably increased. The Government now shares in these timber proceeds. The miner's expression, "There's gold in them thar hills," can easily apply to the economic

potential awaiting us in our national forests.

I also want to underline the point that modern logging methods and the careful supervision by Forest Service officials would prevent wasteful practices. Our experts report that it would help the overall health of many square miles of our national forests if the ripe timber were culled out, thus giving the young trees a chance to grow tall and straight.

I therefore urge adoption of the amendments.

The CHAIRMAN. The question is on the committee amendments.

The committee amendments were agreed to.

The CHAIRMAN. The Clerk will report the last committee amendment.

The Clerk read as follows:

Page 4, line 3, insert:

"(c) The second sentence of subsection (a) of section 205 of title 23, United States Code, is amended by striking out 'construction'.

"(d) Section 210 of title 23, United States Code, is amended by adding at the end thereof the following new subsection:

"(g) If the Secretary shall determine that it is necessary for the expeditious completion of any defense access road project he may advance to any State out of funds appropriated for defense access roads transferred and available to the Department of Commerce the Federal share of the cost of construction thereof to enable the State highway department to make prompt payments for acquisition of rights-of-way, and for the construction as it progresses. The sums so advanced shall be deposited in a special fund by the State official authorized by State law to receive such funds, to be disbursed solely upon vouchers approved by the State highway department for rights-of-way which have been or are being acquired and for construction which has been actually performed under this section. Upon termination by the Secretary that funds advanced to any State under the provisions of this subsection are no longer required, the amount of the advance which is determined to be in excess of requirements for the project shall be repaid upon his demand, and such repayments shall be returned to the credit of the appropriation from which the funds were advanced."

"(e) Section 305 of title 23, United States Code, is amended by striking out 'under the Federal-Aid Highway Act of 1956,' and inserting in lieu thereof 'to carry out this title'."

The committee amendment was agreed to.

Mr. JONES of Alabama. Mr. Chairman, I offer an amendment.

The Clerk read as follows:

Amendment offered by Mr. JONES of Alabama: On page 5, after line 7, insert the following:

"(f) Subsection (a) of section 114 of title 23, United States Code, is amended by adding at the end thereof the following new sentence: 'On any project where actual construction is in progress and visible to highway users, the State highway department shall erect such informational sign or signs as prescribed by the Secretary, identifying the project and the respective amounts contributed therefor by the State and Federal Governments.'"

Mr. JONES of Alabama. Mr. Chairman, this amendment has been circularized among the committee and, as far as I know, has been agreed to by all the members of the subcommittee.

Mr. CRAMER. Mr. Chairman, will the gentleman yield?

Mr. JONES of Alabama. I yield to the gentleman from Florida.

Mr. CRAMER. Mr. Chairman, on behalf of the minority, I accept the amendment. I think it is a very fine one. Actually, it is one that should have been in the bill before, providing for notification to the general public to the effect that Federal moneys are included in highway construction where road signs are erected by the State. And, I congratulate the gentleman for his usually very learned fashion in suggesting such an amendment.

Mr. GROSS. Mr. Chairman, will the gentleman yield?

Mr. JONES of Alabama. I yield to the gentleman from Iowa.

Mr. GROSS. How many of these signs is it proposed to erect, and how much will they cost?

Mr. JONES of Alabama. Well, the cost of the signs that are erected on Federal highways under construction is not borne by the Federal Government.

Mr. GROSS. Who is going to pay for them if the Federal Government is not?

Mr. JONES of Alabama. The State Highway Department pays for them entirely.

Mr. GROSS. This is authorizing the placing of the signs; is that all it does? It directs them to do it?

Mr. JONES of Alabama. It prescribes the designation of the highway system, whether it is primary, secondary, or interstate, and how much Federal funds are available for the construction of the project.

Mr. GROSS. Is this going to be on a par with Civil Defense when that agency erected huge signs on many highways saying, "This road will be turned over in the event of an emergency?" Does anyone think a highway will not be taken over by the military if needed in an emergency?

Mr. JONES of Alabama. It has nothing to do with civil defense.

Mr. GROSS. Will it be that kind of a boondoggle?

Mr. JONES of Alabama. It is not going to involve the expenditure of Federal moneys.

Mr. GROSS. Well, somebody is going to pay for it. I would like to know who.

Mr. BALDWIN. Mr. Chairman, will the gentleman yield?

Mr. JONES of Alabama. I yield to the gentleman from California.

Mr. BALDWIN. Actually, at the present time signs are erected on each Federal interstate highway project, but they simply are general signs saying "Construction is in progress." And, a great number of people think it is a State construction program and they think the money is coming from the State. Since it is interstate, they are entitled to know that a portion of these funds is coming from the tax dollar.

Mr. GROSS. Would there be any way to put on those signs how many billions have been spent on the foreign handout program?

Mr. JONES of Alabama. Well, I do not know whether the House would be ready to accept that kind of a proposi-



tion, in connection with the highway program.

The CHAIRMAN. The question is on the amendment offered by the gentleman from Alabama [Mr. JONES].

The amendment was agreed to.

Mr. TABER. Mr. Chairman, I offer an amendment.

The Clerk read as follows:

Amendment offered by Mr. TABER: On page 2, line 2, after "areas" and before the comma, add "out of the highway trust fund."

Mr. TABER. Mr. Chairman, I asked a question awhile back as to whether or not these appropriations could be out of the trust fund. Frankly, I am afraid there might be a construction that they would be not taken out of the highway trust fund. Therefore, I have offered this amendment which will unquestionably tie it in. That amendments relates only to the \$925 million item which appears on lines 2 and 3.

Mr. FALLON. Mr. Chairman, will the gentleman yield?

Mr. TABER. I yield.

Mr. FALLON. Mr. Chairman, I do believe that what the gentleman is trying to do with his amendment is in the basic law. However, I see no objection to spelling it out in this bill.

Mr. CRAMER. Mr. Chairman, will the gentleman yield?

Mr. TABER. I yield.

Mr. CRAMER. Mr. Chairman, I agree with the distinguished chairman of the subcommittee. What this does is refer specifically to the highway trust fund as it relates to subsection 1 of section 2, dealing only with the A-B-C system. Clarifying it in that manner I think is certainly in order.

The CHAIRMAN. The question is on the amendment offered by the gentleman from New York [Mr. TABER].

The amendment was agreed to.

The CHAIRMAN. Under the rule, the Committee rises.

Accordingly the Committee rose; and the Speaker having resumed the chair, Mr. DELANEY, Chairman of the Committee of the Whole House on the State of the Union, reported that that Committee, having had under consideration the bill (H.R. 10495) to authorize appropriations for the fiscal years 1962 and 1963 for the construction of certain highways in accordance with title 23 of the United States Code, and for other purposes, pursuant to House Resolution 520, he reported the bill back to the House with sundry amendments adopted by the Committee of the Whole.

The SPEAKER. Under the rule, the previous question is ordered.

Is a separate vote demanded on any amendment? If not, the Chair will put them en gros.

The amendments were agreed to.

The SPEAKER. The question is on engrossment and third reading of the bill.

The bill was ordered to be engrossed and read a third time and was read the third time.

The SPEAKER. The question is on passage of the bill.

The bill was passed.

A motion to reconsider was laid on the table.

### GENERAL LEAVE TO EXTEND

Mr. FALLON. Mr. Speaker, I ask unanimous consent that all Members may have 5 legislative days in which to extend their remarks on the bill just passed.

The SPEAKER. Without objection, it is so ordered.

There was no objection.

### RETIRED PAY RECOMPUTATION ACT OF 1960

Mr. THORNBERRY. Mr. Speaker, by direction of the Committee on Rules, I call up House Resolution 506 and ask for its immediate consideration.

The Clerk read the resolution, as follows:

*Resolved*, That upon the adoption of this resolution it shall be in order to move that the House resolve itself into the Committee of the Whole House on the State of the Union for the consideration of the bill (H.R. 11318) to provide that those persons entitled to retired pay or retainer pay under the Career Compensation Act of 1949 who were prohibited from computing their retired pay or retainer pay under the rates provided by the Act of May 20, 1958, shall be entitled to have their retired pay or retainer pay recomputed on the rates of basic pay provided by the Act of May 20, 1958. After general debate, which shall be confined to the bill, and shall continue not to exceed two hours, to be equally divided and controlled by the chairman and ranking minority member of the Committee on Armed Services, the bill shall be read for amendment under the five-minute rule. At the conclusion of the consideration of the bill for amendment, the Committee shall rise and report the bill to the House with such amendments as may have been adopted, and the previous question shall be considered as ordered on the bill and amendments thereto to final passage without intervening motion except one motion to recommit.

Mr. THORNBERRY. Mr. Speaker, I yield myself such time as I may consume, after which I yield 30 minutes to the gentleman from Idaho [Mr. BUDGE].

Mr. Speaker, House Resolution 506 provides for the consideration of H.R. 11318, to provide that those persons entitled to retired pay or retainer pay under the Career Compensation Act of 1949 who were prohibited from computing their retired pay or retainer pay under the rates provided by the act of May 20, 1958, shall be entitled to have their retired pay or retainer pay recomputed on the rates of basic pay provided by the act of May 20, 1958. The resolution provides for an open rule, with 2 hours of general debate.

In May of 1958 the Congress enacted legislation based, in part, upon the recommendations of the Cordiner committee. This legislation resulted in very substantial increases in basic pay for the senior officers and the senior noncommissioned officers on active duty in the uniformed services.

The objective, of course, was to increase the attractiveness of a service career for young officers and thereby reduce the alarming turnover among outstanding junior officers who were leaving the armed services.

The 1958 Pay Act set up a substantially improved active career pattern for both officer and enlisted personnel; however,

it departed from previous pay acts in its application to retired personnel.

In the past, retired personnel of the armed services have normally participated in pay advances or reductions granted to or levied against active duty personnel.

At the time the 1958 legislation was being considered, the Department of Defense recommended no increase for retired personnel.

The Committee on Armed Services felt that retired personnel should at least receive a cost-of-living increase. As a result, the committee recommended, and the Congress adopted, a 6-percent cost-of-living increase for all retired personnel regardless of the laws under which they were retired.

The 1958 act has accomplished many of its objectives. There has been, in both officer and enlisted categories, an increase in retention of specially skilled personnel. However, there has been a mounting concern from many quarters as to the wisdom and the eventual effect on the armed services of the departure from traditional retirement pay procedures that was embodied in the 1958 act.

Military personnel for many years have been considered lifetime members of the military service to which they belong. Even after they are retired from the service of which they are a member, they are subject to military discipline and, under certain circumstances, can be recalled to active duty voluntarily or involuntarily.

Their retirement pay is always based on basic pay, exclusive of allowances. The maximum retirement pay is 75 percent of basic pay, but a considerably lesser percentage of total active duty pay and allowances.

Authorized allowances for housing and subsistence are based upon the Government's obligation to provide quarters for a service member and, if otherwise qualified, for his dependents, or a cash substitute in lieu thereof. Subsistence is based upon the concept that the Government must either furnish food in kind or a cash allowance in lieu thereof. Allowances do not follow an individual into retirement—no retirement pay is based upon the allowances received by the individual while serving on active duty.

This proposed legislation in fiscal year 1961 will increase retirement costs from an estimated \$775 million to \$806 million. By 1965 the present projected retirement cost will exceed \$1,175 million. By 1980, military retirement costs, without further pay increases, will exceed \$3 billion.

It should be stated, however, that retirement costs reflect the size of the active duty forces. There is invariably a lag between the increase in size of the retired list.

Enactment of H.R. 11318 is recommended by the Department of the Defense, and the Bureau of the Budget interposes no objection.

Mr. Speaker, I urge the adoption of House Resolution 506.

Mr. Speaker, I know of no opposition to the rule and reserve the balance of my time.

Mr. BUDGE. Mr. Speaker, I yield myself such time as I may require.







86TH CONGRESS  
2D SESSION

H. R. 10495

H. R. 10495

IN THE SENATE OF THE UNITED STATES

MAY 13, 1960

Read twice and referred to the Committee on Public Works

# AN ACT

To authorize appropriations for the fiscal years 1962 and 1963 for the construction of certain highways in accordance with title 23 of the United States Code, and for other purposes.

1        *Be it enacted by the Senate and House of Representa-*  
2        *tives of the United States of America in Congress assembled,*

3 SHORT TITLE

SECTION 1. This Act may be cited as the “Federal Highway Act of 1960”.

## 6 AUTHORIZATIONS

7        SEC. 2. For the purpose of carrying out the provisions  
8        of title 23 of the United States Code the following sums are  
9        hereby authorized to be appropriated:

10 (1) For the Federal-aid primary system and the Fed-

1 eral-aid secondary system and for their extension within  
2 urban areas out of the Highway Trust Fund, \$925,000,000  
3 for the fiscal year ending June 30, 1962, and \$925,000,000  
4 for the fiscal year ending June 30, 1963. The sums author-  
5 ized in this paragraph for each fiscal year shall be available  
6 for expenditure as follows:

7 (A) 45 per centum for projects under the Federal  
8 aid primary system;

9 (B) 30 per centum for projects on the Federal-aid  
10 secondary system;

11 (C) 25 per centum for projects on extensions of  
12 Federal-aid primary and Federal-aid secondary systems  
13 within urban areas.

14 (2) For forest highways, \$33,000,000 for the fiscal  
15 year ending June 30, 1962, and \$33,000,000 for the fiscal  
16 year ending June 30, 1963.

17 (3) For forest development roads and trails, \$35,-  
18 000,000 for the fiscal year ending June 30, 1962, and  
19 \$40,000,000 for the fiscal year ending June 30, 1963.

20 (4) For park roads and trails, \$18,000,000 for the  
21 fiscal year ending June 30, 1962, and \$18,000,000 for the  
22 fiscal year ending June 30, 1963.

23 (5) For parkways, \$16,000,000 for the fiscal year  
24 ending June 30, 1962, and \$16,000,000 for the fiscal year  
25 ending June 30, 1963.



1       (6) For Indian reservation roads and bridges, \$12,000,-  
2   000 for the fiscal year ending June 30, 1962, and \$12,000,-  
3   000 for the fiscal year ending June 30, 1963.

4       (7) For public lands highways, \$3,000,000 for the  
5       fiscal year ending June 30, 1962, and \$3,000,000 for the  
6       fiscal year ending June 30, 1963.

## 7 DEFINITIONS

8 SEC. 3. For the purposes of section 2 of this Act each  
9 of the following terms shall have the same meaning as is  
10 given it in section 101 of title 23 of the United States Code:

- 11 (1) Forest development roads and trails;
- 12 (2) Forest highway;
- 13 (3) Indian reservation roads and bridges;
- 14 (4) Park roads and trails;
- 15 (5) Parkway;
- 16 (6) Public lands highways;
- 17 (7) Federal-aid primary system;
- 18 (8) Federal-aid secondary system;
- 19 (9) Urban area.

20 AMENDMENTS TO TITLE 23

21 SEC. 4. (a) Subsection (c) of section 129 of title 23,  
22 United States Code, is amended by striking out “under prior  
23 Acts”.

24 (b) The first sentence of section 203 of title 23, United

1 States Code, is amended by striking out “Funds now au-  
2 thorized” and inserting in lieu thereof “Funds authorized”.

3 (c) The second sentence of subsection (a) of section 205  
4 of title 23, United States Code, is amended by striking out  
5 “construction”.

6 (d) Section 210 of title 23, United States Code, is  
7 amended by adding at the end thereof the following new  
8 subsection:

9 “(g) If the Secretary shall determine that it is necessary  
10 for the expeditious completion of any defense access road  
11 project he may advance to any State out of funds appro-  
12 priated for defense access roads transferred and available to  
13 the Department of Commerce the Federal share of the cost of  
14 construction thereof to enable the State highway department  
15 to make prompt payments for acquisition of rights-of-way,  
16 and for the construction as it progresses. The sums so ad-  
17 vanced shall be deposited in a special fund by the State  
18 official authorized by State law to receive such funds, to be  
19 disbursed solely upon vouchers approved by the State high-  
20 way department for rights-of-way which have been or are  
21 being acquired and for construction which has been actually  
22 performed under this section. Upon determination by the  
23 Secretary that funds advanced to any State under the pro-  
24 visions of this subsection are no longer required, the amount  
25 of the advance which is determined to be in excess of require-

1 ments for the project shall be repaid upon his demand, and  
2 such repayments shall be returned to the credit of the appro-  
3 priation from which the funds were advanced.”

4 (e) Section 305 of title 23, United States Code, is  
5 amended by striking out “under the Federal-Aid Highway  
6 Act of 1956,” and inserting in lieu thereof “to carry out this  
7 title”.

8 (f) Subsection (a) of section 114 of title 23, United  
9 States Code, is amended by adding at the end thereof the  
10 following new sentence: “On any project where actual  
11 construction is in progress and visible to highway users, the  
12 State highway department shall erect such informational  
13 sign or signs as prescribed by the Secretary, identifying  
14 the project and the respective amounts contributed therefor  
15 by the State and Federal Governments.”

Passed the House of Representatives May 12, 1960.

Attest:

RALPH R. ROBERTS,

*Clerk.*







80TH CONGRESS  
2D SESSION

H. R. 10495

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## AN ACT

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To authorize appropriations for the fiscal years 1962 and 1963 for the construction of certain highways in accordance with title 23 of the United States Code, and for other purposes.

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MAY 13, 1960

Read twice and referred to the Committee on  
Public Works







June 22, 1960

10. APPROPRIATIONS; ITEM VETO. Rep. Schwengel reviewed the arguments, pro and con, concerning proposals to give the President authority to veto individual items in appropriation bills. pp. 12854-6
11. LEGISLATIVE PROGRAM. Rep. McCormack stated that the supplemental appropriation bill will be considered next after the farm bill is disposed of. p. 12798

SENATE

12. INDEPENDENT OFFICES APPROPRIATION BILL, 1961. Passed by a vote of 75 to 8, with amendments, this bill, H. R. 11776. (pp. 12709, 12726-45) Senate conferees were appointed. p. 12745
13. GENERAL GOVERNMENT MATTERS APPROPRIATION BILL, 1961. Passed by a vote of 81 to 1, with amendments, this bill, H. R. 11389. (pp. 12745, 12749-55) Senate conferees were appointed. p. 12755
14. CIVIL DEFENSE. Sen. Young criticized the Office of Civil and Defense Mobilization as being outdated and called for a scrapping of "civil defense as now conducted." p. 12682
15. FORESTRY. The Interior and Insular Affairs Committee reported without amendment S. J. Res. 95, to provide for the acceleration of the various reforestation programs of the Departments of Agriculture and Interior (S. Rept. 1653). p. 12672
16. FARM PROGRAM. Sen. Humphrey criticized the administration programs in the fields of rural development, strategic stockpiling of food, national and international food and fiber program, and industrial uses. Sens. Dirksen and Case defended the administration programs and discussed the Public Law 480 program. pp. 12712-24
17. FOREST ROADS. The Public Works Committee voted to report with amendments (but did not actually report) H. R. 10495, to authorize appropriations for the fiscal years 1962 and 1963 for the construction of certain highways, including authorization for the construction of forest highways and forest development roads and trails. The "Daily Digest" states that the bill was amended to include the language of S. 3290, which extends the share payable on public domain roads, exclusive of those on forest lands, and S. 3412, relating to payments on Federal-aid projects undertaken by a Federal agency. p. D592
18. LANDS. The Public Works Committee voted to report (but did not actually report) H. R. 11522, authorizing conveyance of certain U. S. land to States and other political subdivisions for highway improvements, and S. 3260, authorizing the Secretary of the Army to modify certain leases entered into for the provision of recreational facilities in reservoir areas. p. D593  
The Interior and Insular Affairs Committee reported without amendment S. 2806, to revise the boundaries of the Coronado National Memorial and to authorize the repair and maintenance of an access road thereto (S. Rept. 1654). pp. 12671-2
19. TRANSPORTATION. The Interstate and Foreign Commerce Committee reported with amendments S. 3228, relating to the issuance of certificates of convenience and necessity by the ICC to certain common carriers by motor vehicle (S. Rept. 1648). p. 12671



20. PERSONNEL. The Post Office and Civil Service Committee reported with amendments H. R. 7758, to improve the administration of overseas activities of the U. S. Government (S. Rept. 1647). p. 12671  
The Government Operations Committee voted to report (but did not actually report) S. Res. 338, relating to tenure of office of individuals appointed to Government administrative and policymaking posts; and with amendment, H. R. 5196, to increase the per diem allowance for Government employees in a travel status from \$12 to \$16. p. D592
21. VETERANS' BENEFITS. The Labor and Public Welfare Committee reported with amendments S. 3274, to permit certain veterans pursuing courses of vocational rehabilitation training to continue in pursuit thereof for such period as may be necessary to complete such courses (S. Rept. 1644); and with amendment, S. 3275, to extend, with respect to World War II veterans, guaranteed loan programs relating to home, farm, and business loans (S. Rept. 1646). p. 12672
22. MINERALS. Passed as reported H. R. 10445, to amend the Mineral Leasing Act of Feb. 25, 1920. (pp. 12757-61) Senate conferees were appointed (p. 12761).
23. MINIMUM WAGE. The Labor and Public Welfare Committee voted to report (but did not actually report) an original bill to amend the Fair Labor Standards Act relating to minimum wage. The "Daily Digest" states that, as approved, the bill would increase "the minimum wage to \$1.15 per hour for the first year, \$1.20 an hour for the second year, and \$1.25 an hour thereafter; and would provide coverage for an additional 5 million employees, principally in the retail and service trades." p. D592
24. WATER. The Public Works Committee voted to report (but did not actually report) S. 3625, to establish a Wabash Basin Interagency Water Resources Commission. p. D592
25. AIR POLLUTION. The Public Works Committee voted to report (but did not actually report) with amendment S. 3103, to provide for public hearings on air pollution problems, and to extend the duration of the air pollution control law. pp. D592-3  
Sen. Keating urged support for legislation to combat air pollution and inserted a letter from HEW pointing out the need for such legislation. pp. 12711-2
26. WATERSHEDS. The Public Works Committee approved the following watershed projects: Big Prairie and French Creeks, Ala.; Mistequary Creek, Mich.; Upper Black Bear Creek, Okla.; Mill Run, Pa.; Reelfoot-Indian Creeks, Tenn.; and Olmitos and Garcias Creeks, Tex. p. D593
27. AUDIT REPORT. Both Houses received an audit report on the Federal Housing Administration and the Housing and Home Finance Agency for the fiscal year 1959. pp. 12671, 12859
28. LAMB AND WOOL IMPORTS. Sen. Mansfield inserted an article commending Sen. McGee's recent speech in the Senate in support of "fixed quotas on imports of live sheep and lambs, lamb and mutton." pp. 12694-5







June 24, 1960

22. RECREATION FACILITIES. The Public Works Committee reported with amendment S. 3260, to authorize the Secretary of the Army to modify certain leases entered into for the provisions of recreation facilities in reservoir areas (S. Rept. 1724). p. 13095
23. FOREST ROADS. The Public Works Committee reported with amendment H. R. 10495, to authorize appropriations for the fiscal years 1962 and 1963 for the construction of highways, including authorization for the construction of forest highways and forest development roads and trails (S. Rept. 1725). p. 13095
24. RYUKYU ISLANDS. The Armed Services Committee reported with amendments H. R. 1157, to provide for promotion of the economic and social development in the Ryukyu Islands (S. Rept. 1738). p. 13096
25. FINANCE; U. S. OBLIGATIONS. The Banking and Currency Committee reported without amendment S. 3702, to extend for 2 years the authority of Federal Reserve Banks to purchase U. S. obligations directly from the Treasury (S. Rept. 1739). p. 13096
26. HAWAII. The Interior and Insular Affairs Committee reported with amendments H. R. 11602, to amend certain laws of the U. S. in light of the admission of Hawaii into the Union (S. Rept. 1681). p. 13095
27. LANDS. The Interior and Insular Affairs Committee reported with amendment S. 2959, to clarify the right of States to select certain public lands subject to any outstanding mineral lease or permit (S. Rept. 1726); and with amendment S. 3212, to direct the Secretary of the Interior to convey certain public lands in Nevada to the county of Mineral (S. Rept. 1727). p. 13095  
Received from the Defense Department a proposed bill to provide for the withdrawal of certain public lands 40 miles east of Fairbanks, Alaska, for use by the Army for a Nike range; to Interior and Insular Affairs Committee. p. 13094
28. TRANSPORTATION. The Interstate and Foreign Commerce Committee reported with amendments H. R. 5068, to amend the Shipping Act of 1916 so as to provide for licensing of independent foreign freight forwarders (S. Rept. 1682). p. 13095
29. MILITARY CONSTRUCTION APPROPRIATION BILL, 1961. The Appropriations Committee reported with amendments this bill, H. R. 12231 (S. Rept. 1684). p. 13095
30. TRADEMARKS. The Judiciary Committee reported with amendments S. 2429, to modify the laws relating to the registration and protection of trademarks used in commerce and to carry out provisions of international conventions (S. Rept. 1685). p. 13095
31. PUBLIC WORKS. The Judiciary Committee reported without amendment S. J. Res. 202, providing for the designation of the week commencing Oct. 2, 1960, as National Public Works Week (S. Rept. 1687). p. 13095
32. PROPERTY. The Public Works Committee reported without amendment H. R. 11522, to permit certain real property of the U. S. to be conveyed to States, municipalities, and other political subdivisions for highway purposes (S. Rept. 1722). p. 13095
33. SALINE WATER. Passed as reported S. 3557, to extend and expand the saline water conversion program of the Department of the Interior. pp. 13142-5



34. WATER RESOURCES; INTERNATIONAL DAM. Passed as reported H. R. 12263, to authorize conclusion of an agreement for the joint construction by the U. S. and Mexico of a major international storage dam on the Rio Grande. pp. 13145-6
35. EDUCATION; LAND-GRANT COLLEGES. Passed without amendment S. 3450, to amend section 22 (relating to the endowment and support of colleges of agriculture and mechanic arts) of the Act of June 29, 1935, to increase the authorized appropriation for resident teaching grants to land-grant institutions. pp. 13154-6
36. SMALL BUSINESS. The Banking and Currency Committee voted to report (but did not actually report) S. 3689, to amend the Small Business Act so as to assure small business a share of defense contracts and to establish a system of grants for research and counseling of small business. p. D607
37. MIGRATORY FARM LABOR. Subcommittees of the Labor and Public Welfare Committee approved for full committee consideration the following bills: p. D608  
S. 2864, with amendment, to provide Federal payments to assist in providing improved educational opportunities for children of migrant agricultural worker;  
S. 2865, to provide Federal grants for adult education for migrant agricultural workers;  
S. 1778, (amended version), to provide for the registration of crew leaders in interstate agricultural employment;  
S. 2498 (amended version), to provide for the registration of contracts of migrant agricultural workers.
38. HOUSING. Sen. Clark inserted an editorial, "Housing Crazy Quilt," and his letter commenting on the editorial, discussing proposed housing legislation, including the VA direct and guaranteed housing programs. pp. 13107-8
39. NATURAL RESOURCES. Sen. Kennedy urged greater development of our natural resources, including the national forests, water resources, and mineral resources, and stated that "we must modernize the administration of our resource development by bringing together programs which are now often scattered through dozens of different agencies." pp. 13119-21.
40. FARM PROGRAM. Sen. Wiley inserted resolutions adopted by the Wisconsin Federation of Women's Clubs on various subjects, including sanitation of milk, meat inspection, and food additives. pp. 13124-6
41. LEGISLATIVE PROGRAM. Sen. Long announced that the following bills will be considered Mon., June 27: S. 3275, extension of veterans' loan program, and H. R. 4601, to limit to national security cases the prohibition on payment of annuities to retired employees. p. 13180
42. ADJOURNED until Mon., June 27. pp. 13181-2

HOUSE - JUNE 25

43. ACREAGE ALLOTMENTS. Passed without amendment S. 3117, to treat all basic agricultural commodities alike with respect to the cost of remeasuring acreage allotments (p. 13281). This bill will now be sent to the President. A similar House bill, H. R. 12420, was laid on the table.
44. COLOR ADDITIVES. Passed with amendments H. R. 7624, to protect the public health by amending the Federal Food, Drug, and Cosmetic Act so as to authorize the use

## FEDERAL HIGHWAY ACT OF 1960

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JUNE 24, 1960.—Ordered to be printed

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Mr. CHAVEZ, from the Committee on Public Works, submitted the following

## R E P O R T

[To accompany H.R. 10495]

The Committee on Public Works, to whom was referred the bill (H.R. 10495) to authorize appropriations for the fiscal years 1962 and 1963 for the construction of certain highways in accordance with title 23 of the United States Code, and for other purposes, having considered the same, report favorably thereon with amendments, and recommend that the bill as amended do pass.

The amendments are indicated in the bill, as reported, by italics.

## AUTHORIZATION FOR FEDERAL-AID SYSTEMS

H.R. 10495 as reported by the committee continues the regular Federal-aid highway program for an additional 2-year period, under the same basic pattern that has been followed by Congress for a number of years, that of a biennial authorization every 2 years for the A-B-C systems and for roads on Federal lands and reservations. Authorization of funds for fiscal years 1962 and 1963 for the Federal-aid primary and secondary highway systems and their extensions within urban areas at this time is believed necessary to permit consideration of Federal appropriations at the next session of Congress, and to permit the States to prepare their programs and make the necessary financial arrangements for matching the Federal funds, and to permit apportionment of such funds for future highway construction, in accordance with existing law.

The Federal-Aid Highway Act of 1956 authorized the sum of \$850 million for fiscal year 1958, and \$875 million for fiscal year 1959. While not specifically written into the law, it was generally agreed that there would be a progressive increase of \$25 million per year in authorizations for the A-B-C program until an annual authorization of \$1 billion was reached. Accordingly, in the Federal-Aid Highway Act of 1958, Congress authorized the appropriation of \$900 million



for fiscal year 1960 and \$925 million for fiscal year 1961, and an additional sum of \$400 million for fiscal year 1959, for acceleration of the rate of highway construction.

The Secretary of Commerce submitted proposed legislation to the Congress which would authorize \$900 million for each of fiscal years 1962 and 1963, for continuation of the construction of highways on the Federal-aid A-B-C systems. He stated his belief in the vital importance of the orderly continuation of this program, and that the small reduction proposed for fiscal years 1962 and 1963 over the authorization for fiscal year 1961, would keep this program more in balance with the interstate highway program which has been reduced to conform with current revenues of the highway trust fund.

The committee considers that a well-balanced program of expansion of all our highway systems is essential to our national welfare. The primary and secondary systems and their extensions within urban areas, are believed essential to our economy, and any reduction in those programs would have a harmful effect on the residents of rural areas who rely upon those systems to move their products to market, and for improvement of their living conditions and social welfare. An unbalanced program for the A-B-C systems would result in an eventual deterioration of those systems, and lessen their important role in providing a network of access and feeder roads connecting with the National System of Interstate and Defense Highways.

The committee approves the sum of \$925 million authorization for the regular A-B-C program for each of the fiscal years ending June 30, 1962, and June 30, 1963, as included in the House bill and as presently authorized for fiscal year 1961, in the belief that this is the minimum amount that should be authorized at this time to keep the A-B-C program in balance and proceeding at a regular rate.

The bill continues the regular Federal-aid highway program for the primary and secondary highway systems and extensions thereof within urban areas for fiscal years 1962 and 1963 at the same level as for fiscal year 1961, under the same basic pattern as heretofore adopted by Congress. In addition, the committee included an additional authorization of \$100 million for each of the fiscal years 1962 and 1963 for the A-B-C systems, similar to the so-called D-funds authorized in the Federal-Aid Highway Act of 1958. These sums are included in the bill, and the committee expresses the hope, that in scheduling construction of projects under these authorizations, the States will give favorable consideration to work in labor surplus areas for the benefit of unemployment and the alleviation of economic distress. The committee was advised that there are well over a hundred labor surplus areas among some 34 States. The committee is cognizant of the favorable experience and the benefits derived from the previous D-fund authorization, and believes that a similar fund can be advantageously utilized in a similar manner. Provisions of prompt expenditure of the funds are included to increase the effectiveness of the program.

The amounts recommended for highways in each classification would be in the usual 45-30-25 percentage ratio. The following sums will be available for each of the systems:

*Regular Federal-aid systems*

System	1962	1963
Primary (45 percent).....	\$416,250,000	\$416,250,000
Secondary (30 percent).....	277,500,000	277,500,000
Urban.....	231,250,000	231,250,000
Subtotal.....	925,000,000	925,000,000

ADDITIONAL AUTHORIZATIONS

Primary (45 percent).....	\$45,000,000	\$45,000,000
Secondary (30 percent).....	30,000,000	30,000,000
Urban (25 percent).....	25,000,000	25,000,000
Subtotal.....	100,000,000	100,000,000
Total.....	1,025,000,000	1,025,000,000

These funds would be apportioned among the States in the manner now provided by law, and the regular authorizations would be available for expenditure in the same manner as funds for these highways are made available under present law; that is, for 2 years after the close of the fiscal year for which such funds are authorized. The additional amounts would be available for expenditure, and would be under contract 6 months prior to the beginning of the fiscal year for which authorized, and any apportioned amounts remaining unexpended would lapse.

The approximate amounts which will be apportioned to each State for fiscal years 1962 and 1963 under the provisions of this act are shown in the following tabulations. It is possible that new population figures for the several States will be available prior to the next apportionment, for use in the apportionment formulas involving population.

*Approximate apportionment of \$925 million of Federal-aid primary, secondary, and urban highway funds for fiscal years 1962 and 1963, pursuant to H.R. 10495*

[Millions of dollars]

State	Apportionment			
	Primary	Secondary	Urban	Total
Total.....	\$416.3	\$277.5	\$231.2	\$925.0
Alabama.....	\$8.4	\$6.5	\$3.0	\$17.9
Alaska.....	22.1	14.8	.1	37.0
Arizona.....	6.0	4.0	.9	10.9
Arkansas.....	6.4	5.2	1.3	12.9
California.....	19.0	9.8	20.5	49.3
Colorado.....	7.4	5.0	1.9	14.3
Connecticut.....	2.7	1.4	4.5	8.6
Delaware.....	2.1	1.4	.4	3.9
Florida.....	6.5	4.2	4.1	14.8
Georgia.....	9.7	7.5	3.4	20.6
Hawaii.....	2.1	1.4	.7	4.2
Idaho.....	4.7	3.3	.4	8.4
Illinois.....	15.5	8.4	16.1	40.0
Indiana.....	9.6	6.6	5.5	21.7
Iowa.....	9.3	6.9	2.8	19.0
Kansas.....	9.2	6.5	2.2	17.9
Kentucky.....	7.3	6.1	2.4	15.8
Louisiana.....	6.2	4.4	3.4	14.0
Maine.....	3.2	2.3	1.0	6.5
Maryland.....	3.7	2.3	3.9	9.9
Massachusetts.....	5.3	2.0	9.6	16.9
Michigan.....	12.4	7.6	10.7	30.7
Minnesota.....	10.4	7.3	3.8	21.5
Mississippi.....	6.9	5.9	1.3	14.1
Missouri.....	11.1	7.5	5.7	24.3
Montana.....	7.7	5.3	.5	13.5
Nebraska.....	7.6	5.4	1.3	14.3
Nevada.....	4.6	3.1	.2	7.9
New Hampshire.....	2.1	1.4	.6	4.1
New Jersey.....	5.5	1.9	10.1	17.5
New Mexico.....	6.5	4.5	.8	11.8
New York.....	19.3	7.6	30.8	57.7
North Carolina.....	9.9	8.6	3.0	21.5
North Dakota.....	5.4	3.9	.4	9.7
Ohio.....	14.1	8.5	13.3	35.9
Oklahoma.....	8.4	6.1	2.5	17.0
Oregon.....	6.6	4.6	1.8	13.0
Pennsylvania.....	16.5	9.9	17.4	43.8
Rhode Island.....	2.1	1.4	1.6	5.1
South Carolina.....	5.5	4.5	1.6	11.6
South Dakota.....	5.8	4.2	.4	10.4
Tennessee.....	8.5	6.7	3.4	18.6
Texas.....	25.0	16.7	11.1	52.8
Utah.....	4.6	3.0	1.0	8.6
Vermont.....	2.1	1.4	.3	3.8
Virginia.....	7.6	6.0	3.6	17.2
Washington.....	6.5	4.4	3.5	14.4
West Virginia.....	4.4	3.9	1.5	9.8
Wisconsin.....	9.3	6.5	4.5	20.3
Wyoming.....	5.0	3.3	.3	8.6
District of Columbia.....	2.1	1.3	2.0	5.4
Puerto Rico.....	2.2	2.3	1.9	6.4



*Approximate apportionment of special \$100 million of Federal-aid primary, secondary, and urban highway funds for fiscal years 1962 and 1963 pursuant to H.R. 10495*

[Thousands of dollars]

State	Primary (\$45,000)	Secondary (\$30,000)	Urban (\$25,000)	Total (\$100,000)
Alabama.....	916	716	329	1,961
Alaska.....	2,414	1,614	8	4,036
Arizona.....	653	445	98	1,196
Arkansas.....	700	569	141	1,410
California.....	2,079	1,066	2,235	5,380
Colorado.....	808	536	209	1,553
Connecticut.....	295	150	487	932
Delaware.....	225	150	52	427
Florida.....	707	462	451	1,620
Georgia.....	1,062	818	366	2,246
Hawaii.....	225	150	85	460
Idaho.....	508	359	48	915
Illinois.....	1,694	914	1,759	4,367
Indiana.....	1,048	723	602	2,373
Iowa.....	1,021	753	299	2,073
Kansas.....	1,011	711	236	1,958
Kentucky.....	799	671	261	1,731
Louisiana.....	671	488	369	1,528
Maine.....	351	253	105	709
Maryland.....	405	248	427	1,080
Massachusetts.....	580	215	1,047	1,842
Michigan.....	1,356	823	1,170	3,349
Minnesota.....	1,133	802	409	2,344
Mississippi.....	757	641	139	1,537
Missouri.....	1,215	824	619	2,658
Montana.....	839	579	59	1,477
Nebraska.....	825	588	147	1,560
Nevada.....	508	340	19	867
New Hampshire.....	225	150	74	449
New Jersey.....	603	206	1,101	1,910
New Mexico.....	716	492	83	1,291
New York.....	2,110	833	3,361	6,304
North Carolina.....	1,086	936	323	2,345
North Dakota.....	585	430	42	1,057
Ohio.....	1,537	931	1,455	3,923
Oklahoma.....	922	663	275	1,860
Oregon.....	716	502	202	1,420
Pennsylvania.....	1,804	1,074	1,904	4,782
Rhode Island.....	225	150	180	555
South Carolina.....	595	496	173	1,264
South Dakota.....	632	456	49	1,137
Tennessee.....	930	732	364	2,026
Texas.....	2,733	1,831	1,205	5,769
Utah.....	504	334	107	945
Vermont.....	225	150	39	414
Virginia.....	834	652	362	1,878
Washington.....	717	479	379	1,575
West Virginia.....	478	420	164	1,062
Wisconsin.....	1,015	710	492	2,217
Wyoming.....	541	367	27	935
District of Columbia.....	225	150	217	592
Puerto Rico.....	237	248	216	701

The mileage on the various designated Federal-aid highway systems are shown in the following tabulation:

*Mileage of designated Federal-aid highway systems, by State, as of Dec. 31, 1958*

[Miles]

State or territory	National System of Interstate and Defense Highways			Federal-aid primary highway system <sup>1</sup>			Federal-aid secondary highway system		
	Total	Rural	Urban	Total	Rural	Urban	Total	Rural	Urban
Alabama.....	873	773	100	6,332	5,667	665	19,226	18,820	406
Alaska.....				1,960	<sup>2</sup> 1,945	15	3,290	3,284	6
Arizona.....	1,161	1,130	31	2,648	2,565	83	3,986	3,829	157
Arkansas.....	523	482	41	3,922	3,681	241	14,180	13,986	194
California.....	2,183	1,731	452	7,531	6,345	1,186	11,043	10,361	682
Colorado.....	964	933	31	4,266	4,135	131	4,083	4,037	46
Connecticut.....	304	165	139	1,288	888	400	1,151	1,000	151
Delaware.....	39	35	4	583	535	48	1,417	1,401	16
Florida.....	1,142	1,028	114	5,384	4,841	543	13,048	12,752	296
Georgia.....	1,111	969	142	8,767	8,101	666	13,735	13,579	156
Idaho.....	611	599	12	3,153	3,081	72	5,112	5,069	43
Illinois.....	1,612	1,401	211	10,656	9,449	1,207	13,221	12,986	235
Indiana.....	1,097	970	127	4,888	4,251	637	16,543	16,324	219
Iowa.....	709	658	51	10,314	9,737	577	33,092	32,856	236
Kansas.....	803	692	111	7,833	7,401	432	23,195	23,047	148
Kentucky.....	700	644	56	4,553	4,253	300	15,225	15,076	149
Louisiana.....	681	590	91	3,330	2,952	378	7,723	7,587	136
Maine.....	313	293	20	1,931	1,795	136	2,294	2,239	55
Maryland.....	354	216	138	2,291	1,873	418	6,224	5,947	277
Massachusetts.....	462	274	188	2,323	1,502	821	2,187	1,646	541
Michigan.....	1,076	955	121	7,552	6,874	678	24,853	24,521	332
Minnesota.....	891	763	128	8,788	8,108	680	19,741	19,580	161
Mississippi.....	673	610	63	5,820	5,577	243	13,651	13,484	167
Missouri.....	1,102	981	121	9,147	8,620	527	23,266	23,163	103
Montana.....	1,180	1,168	12	6,246	6,150	96	4,997	4,978	19
Nebraska.....	488	478	10	5,656	5,500	156	17,749	17,713	36
Nevada.....	534	524	10	2,196	2,162	34	2,656	2,642	14
New Hampshire.....	213	194	19	1,205	1,095	110	1,601	1,555	46
New Jersey.....	368	208	160	2,060	1,279	781	2,074	1,554	520
New Mexico.....	1,003	978	25	4,027	3,841	186	5,378	5,331	47
New York.....	1,227	816	411	10,403	8,247	2,156	19,376	17,801	1,575
North Carolina.....	773	732	41	7,061	6,622	439	24,845	24,551	294
North Dakota.....	570	560	10	4,197	4,138	59	13,283	13,263	20
Ohio.....	1,490	1,272	218	9,000	7,749	1,251	17,715	17,209	506
Oklahoma.....	796	721	75	8,253	7,796	457	12,464	12,326	138
Oregon.....	732	675	57	4,028	3,800	228	7,442	7,365	77
Pennsylvania.....	1,527	1,289	238	8,464	7,151	1,313	13,317	12,363	954
Rhode Island.....	71	32	39	534	289	245	414	276	138
South Carolina.....	679	662	17	5,336	5,038	298	15,416	15,267	149
South Dakota.....	679	671	8	6,054	5,967	87	12,092	12,073	19
Tennessee.....	1,047	927	120	5,496	5,167	329	10,204	10,155	49
Texas.....	3,028	2,609	419	17,282	15,614	1,668	30,107	29,577	530
Utah.....	965	922	43	2,312	2,232	80	3,644	3,578	66
Vermont.....	321	309	12	1,586	1,508	78	1,819	1,796	23
Virginia.....	1,066	971	95	5,532	5,062	470	18,315	18,127	188
Washington.....	727	596	131	3,990	3,671	319	10,711	10,456	255
West Virginia.....	395	375	20	2,767	2,559	208	10,688	10,596	92
Wisconsin.....	452	420	32	6,352	5,861	491	18,610	18,270	340
Wyoming.....	931	916	15	3,637	3,581	56	2,183	2,172	11
District of Columbia.....	29		29	142		142	82		82
Hawaii.....				533	495	38	649	639	10
Puerto Rico.....				561	427	134	1,082	1,041	41
Total.....	<sup>3</sup> 40,675	35,917	4,758	260,170	237,177	22,993	570,399	559,248	11,151

<sup>1</sup> Figures include the mileage of the Interstate System.

<sup>2</sup> Alaska includes 346 miles of ferry routes.

<sup>3</sup> 325 miles within the 41,000-mile limitation are not assigned to routes, and are held in reserve for adjustments of route lengths as final locations are selected and projects built.

The primary and secondary highways, and their extensions within urban areas, extend into almost every locality in the United States. These so-called A-B-C roads comprise about 790,000 miles and carry about 48 percent of the total of all highway traffic in the country. With the large increase in registration of motor vehicles and in motor travel, it is expected that traffic over the A-B-C systems will prac-

tically double in the next 10 years. The Interstate System forms the main segment of our integrated highway system, but the A-B-C systems supplement the Interstate System and are the essential feeder roads that will permit full utilization of that system. It is realized that many motor vehicles in various sections of the country travel exclusively on the A-B-C roads, and never reach the Interstate System.

The committee is of the opinion that the entire Federal-aid highway program should be reexamined at an early date. Several important reports and investigations will be completed prior to January 1961. These include a new estimate of cost of completing the Interstate System, the results of the highway test road now being built and tested in Illinois, and the section 210 study covering the economic implications of the road program authorized by the Highway Revenue Act of 1956. The committee believes that consideration of the overall highway program should be deferred until after January 1961, at which time the adequacy of authorizations for the Federal-aid highway systems to carry out the intentions and policies of the Federal-Aid Highway Act of 1956, can be considered.

#### FOREST HIGHWAYS

The forest highway system, an important segment of the Nation's road network, is located in 40 States and Puerto Rico. It is composed of main and secondary roads within or adjacent to the national forests, which cover about one-tenth of the Nation's area, and includes routes of major traffic importance as well as roads serving the forests themselves and communities in and adjacent to them. The forest highway system has a total length of 24,399 miles presently designated, approximately 50 percent of which lies in the 11 Western States, South Dakota, and Alaska, and about 82 percent of the mileage is located on a designated Federal-aid system.

The cooperative efforts of the States, counties, and the Federal Government over many years have resulted in progressive improvements on the forest highway system, but progress has not been adequate to fulfill traffic needs. Recognizing this situation, the Congress, in the Federal-Aid Highway Act of 1958, directed the Secretary of Commerce, in cooperation with the Secretary of Agriculture and the appropriate States and Territories, to make a study of the forest highway system and to report his findings by January 1, 1960.

In his report the Secretary found that the roads of primary importance to the States, counties, and communities which are within, adjoining, or adjacent to national forests, and have not been designated as forest highways, total 28,884 miles, approximately 48 percent of which is on the Federal-aid highway systems. He estimated the amount necessary to complete construction of all presently designated forest highways to adequate standards to be approximately \$2,573 million, and for completing those roads not designated on the forest highway system to be \$2,314 million. The construction and maintenance programs for forest highways must be financed by continued authorization of Federal forest-highway funds, together with the use of all other funds normally expended on forest highways, including Federal-aid funds, State and local matching funds, and other State and local funds.



H.R. 10495 authorizes \$33 million for forest highways for fiscal year 1962 and an identical amount for fiscal year 1963, which is the same amount as authorized for fiscal years 1960 and 1961. The committee considers this to be the minimum amount that will keep the forest highway program moving, and prevent further lag in progress of improvement behind the needs of traffic.

#### METHOD OF APPORTIONING FOREST HIGHWAY FUNDS

Section 202 of title 23, United States Code, requires the Secretary of Commerce to apportion to the several States forest highway funds

according to the area and value of the land owned by the United States within the national forests therein, which the Secretary of Agriculture is directed to determine and certify to the Secretary from such information, sources, and departments as the Secretary of Agriculture may deem most accurate.

The law does not specify the weight to be given to the factors of area and value.

The Department of Commerce has stated that—

if the Congress enacts the proposed authorizations for forest highways, it is expected that the funds will be apportioned to the respective States in the same percentage as the amounts apportioned for expenditure in each State for the fiscal year 1958 and prior years.

Section 3 of the Federal-Aid Highway Act of 1958 required apportionment of forest highway funds authorized in that section on the basis of these percentages which were developed by giving equal weight to the factors of area and value, using the valuation certified to by the Secretary of Agriculture prior to 1957. The forest highways study recommended that to the extent that forest highway funds are made available they should continue to be apportioned on the same basis as provided in the Federal-Aid Highway Act of 1958. The committee understands that the funds authorized for forest highways will be apportioned on that basis and approves.

#### FOREST DEVELOPMENT ROADS AND TRAILS

Forest development roads and trails are those routes of primary importance for the protection, administration, and development of the national forests and the use and development of resources upon which communities within or adjacent to the national forests are dependent. These roads and trails are necessary to economical marketing of timber on a sustained-yield basis from the national forests and other Federal land, and constitute an investment by the Federal Government that will return to the Treasury many times their cost.

The national forest system comprising an area of 181 million acres is located in 41 States and Puerto Rico. These forests are managed by the Forest Service of the Department of Agriculture under the concepts of multiple use and sustained yield, in order that the many natural resources may be used and enjoyed for all time by all the people of the United States. These forest lands are used for the grazing of livestock, healthful outdoor recreation, source of water

supply for many cities, hydroelectric development, range for big-game animals, fishing on lakes and streams within the areas, and as a source of timber for all segments of the lumber industry.

The national forests are now a self-supporting enterprise with receipts from the sale of products exceeding \$122 million annually. Proper management of these forests require an adequate system of roads and trails to permit economic marketing of timber, salvage cutting, recreational and forage use, and protection from fire, insects, and disease. Financial losses occur every year to the Federal Government through inaccessibility of mature timber available for harvest, or ability to promptly and completely salvage damaged timber. As the road and trail system is expanded the revenue to the Government increases, primarily through expanded timber sales.

The long-range objective is to have and maintain a system of roads and trails to service the national forests adequately at the levels needed to meet anticipated demands. Such a system will not only make that possible, but will also enhance the value of the timber and other resources being utilized. The Secretary of Agriculture has reported the existing roads in its network now totals 149,649 miles, and the planned needs will eventually require an additional 392,600 miles, or a total of 542,249 miles of roads, most of which will be for timber management and utilization. The program for the national forests indicated that \$719,600,000 should be invested over the next 12 years to construct and reconstruct 46,000 miles of forest development roads and 8,000 miles of trails. It is estimated that annual expenditures approaching \$20,500,000 annually would eventually be required to maintain the expanded road network. Timber purchasers were estimated to construct an additional 44,000 miles of road for which the Forest Service would make reductions in the appraised price of timber totaling \$564 million as the purchasers' share. Timber purchasers would also be expected to maintain certain forest roads at an estimated annual reduction in the sale price of timber of \$4.5 million.

Since 1956, the annual authorization for forest development roads and trails has increased from \$24 million to \$30 million. Construction of roads by timber purchasers has risen from 2,100 miles constructed in 1956 to 4,200 miles to be constructed in 1961. The Forest Service has indicated that it could profitably utilize an authorization in 1962 of \$40 million and in 1963 of \$50 million, and that under the contemplated long-range program the authorization would eventually rise to \$70 million and continue at that level from 1965 to 1971, the end of the proposed 12-year program. This amount would be in addition to other funds available and construction performed by timber purchasers with reductions in the price of timber.

The committee has approved an increase in the annual authorization for forest development roads and trails as proposed in H.R. 10495. This will measurably advance the program for the national forests. It considered but did not adopt an amendment which would establish authority for the Forest Service in the Department of Agriculture to develop a complete system of forest roads. Action was deferred in order that the committee may continue to explore this subject.

No public hearings were held but information presented to the subcommittee indicated that 40 billion board feet of national forest timber in the West are undeveloped because access across intermingled private timber holdings has not been obtained by the Forest Service. This



national forest timber is overmature and is subject to heavy loss from insects, disease, and fire. Continuation of the present situation will lead to extensive use of condemnation for needed roads by the Government and could make it necessary for the Congress to convert these roads to fully public roads subject to weight limitations and fuel and license taxes often not now applicable.

The committee will conduct further studies, and, among other questions, will consider the request of the Secretary of Agriculture to condition the right to cross national forest lands by private parties upon receiving from these private parties necessary rights to move national forest products across their lands. It will also review the adequacy of present law as it relates to the construction and maintenance of forest roads by timber purchasers, including the request of the Secretary of Agriculture for a system of fees and deposits in lieu of requiring that purchasers and users perform maintenance work. Public notice of hearings will be given so that interested parties may present testimony. These studies will be coordinated with other Senate committees. The committee also recommends that the Department of Agriculture continue, as in the recent past, to present to the Committee on Appropriations for the fiscal years 1962 and 1963 requests for such additional funds as may be needed to purchase or condemn roads. Their requests should include a history of past negotiations, their results, and the losses in revenues and other values caused by inability to apply the principles of multiple use and sustained yield to these national forest areas. Condemnation of rights-of-way for roads should be vigorously utilized.

#### ROADS AND TRAILS IN NATIONAL PARKS

H.R. 10495 contains authorization for roads and trails in national parks in the amount of \$18 million for fiscal year 1962 and the same amount for fiscal year 1963. These amounts are the same as those authorized for fiscal years 1960 and 1961 for this classification of Federal roads. The National Parks Service has underway the Mission 66 program for improvement of the national parks to care for the large number of people who visit our parks each year. The committee was advised of the need for funds for roads and trails in the parks to permit improvement and maintenance of such roads and prevent their deterioration because of the large increase in the number of visitors and volume of traffic in the parks. The committee realizes that these roads and trails are a prime responsibility of the Federal Government, are located on Government land, and accommodate large numbers of the general public, and is in accord with the authorizations contained in H.R. 10495 as it passed the House.

The committee further realizes the need for roads approaching national parks, and the difficulty the National Park Service has experienced in providing adequate approach roads to serve the increased travel by motorists visiting the parks. At the present time funds for forest highways and forest development roads and trails are being utilized for such approach roads located in national forests adjacent to national parks, but such funds programed for these roads have not been adequate to bring these roads up to standard. Specific needs of roads to the Olympic National Park in Washington, the Gila Cliff Dwellings in New Mexico, and Yellowstone National Park in Montana



and Wyoming, were brought to the attention of the committee. The committee believes that funds for public lands highways could also be used for certain of these approach roads to national parks, and expresses the hope that cooperative action by all entities of government with responsibilities for these roads will permit programing and utilization of funds for public lands highways on such roads to the extent practicable.

#### PARKWAYS

The committee recommends an authorization of \$16 million annually for each of the fiscal years 1962 and 1963, for the construction, reconstruction, and improvement of parkways authorized by law and on lands to which title is vested in the United States. Many of these parkways are located within our national park system, and are a part of the Mission 66 program for development of our national parks. They are important links in our transportation system, and should be constructed and maintained to a condition comparable to the adjoining Federal-aid roads. Traffic over our completed parkways has followed the national pattern and increased tremendously. A large backlog of work exists for these roads for which responsibility rests entirely with the Federal Government. The committee agrees with the House committee, which in its report on H.R. 10495 expressed the belief that the funds appropriated for the National Park Service under the provisions of H.R. 10495 should be used solely for highway construction, and that buildings, utilities, and miscellaneous facilities which have been constructed under prior highway authorizations should be budgeted and prepared under regular construction appropriations.

#### INDIAN ROADS

H.R. 10495 authorizes \$12 million for each of the fiscal years 1962 and 1963 for roads and bridges on Indian reservations, which is a continuation of the program at the same level as for the past several years. This program has been lagging behind the imperative needs for several years, serves many isolated localities not served by other reliable or adequate transportation facilities, and is considered essential to the health, education, and welfare of the Indian population of our reservations. The committee is of the opinion that the recommended authorizations are necessary to continue construction and improvements of the Indian roads on at least the present levels.

#### PUBLIC LANDS HIGHWAYS

The committee was advised that the backlog of requests for projects from funds in this category continues in excess of \$15 million, in spite of previous authorizations. There are still many important sections of Federal-aid highways located within the Federal domain which are in need of improvement. H.R. 10495 would authorize the appropriation of \$3 million for each of the fiscal years 1962 and 1963 for public lands highways, which is the same amount authorized for fiscal years 1960 and 1961. The matter of using public lands highway funds for construction of approach roads to national parks to the extent practicable has been discussed in another section of this report.

## SLIDING SCALE RATIO OF FEDERAL-AID PARTICIPATION IN PUBLIC LANDS STATES

The committee approved an amendment to H.R. 10495 which would add the reserved lands in the public domain, exclusive of national forests, national parks, and national monuments, to the lands used in computing the amount of the Federal share payable in public lands States for Federal-aid highway projects financed with Federal-aid primary, secondary, or urban funds. The amendment would not be applicable to funds apportioned to the States for the Interstate System.

The Federal Highway Act approved November 9, 1921, provided that the Federal share of the cost of such Federal-aid projects shall not exceed 50 percent of the cost of construction, except that in the case of States containing unappropriated and unreserved public lands and nontaxable Indian lands, the Federal share is increased depending upon the area of such lands within the States.

This amendment would result in increasing the percentage of funds provided by the Federal Government for affected Federal-aid projects in the 13 public lands States, thus decreasing the percentage of funds provided by these States. The committee notes that the increase would be rather small, 2 or 3 percent or less, in all of the States except Alaska, Arizona, Nevada, and Utah. Its principal effect would be upon the Federal-aid primary and secondary highway work in Alaska, where the participation of Federal funds would be increased from 86.09 percent to 94.93 percent.

The original provision was included in the Federal highway laws after inception of the Federal-aid highway program when it became apparent that the public lands States in the western part of our country were required to expend large sums for the construction and maintenance of roads crossing the public lands, yet the large areas of such Federal lands were not on the tax rolls and were not a source of revenue for the States. At that time most of the public lands in the Eastern, Southern, and Midwestern States had gone into private ownership, had been improved and developed and were on the tax rolls of those States, and were assisting in provision of funds to match Federal-aid highway funds on the required 50-50 basis.

Under the present public lands matching formula, reserved Federal lands are not included. These reserved lands in the public lands States amount to millions of acres, none of which are on the State tax rolls. Most of these reserved lands have been reserved since 1921 when the matching formula was established, and they are still being withdrawn from the public domain for many purposes.

Neither the existing law nor the proposed amendment includes national forests, parks, and monuments, which comprise in excess of 185 million acres. The Federal Government is the landlord of this vast acreage and has improved the property by building roads into and through such areas. The Federal Government returns 25 percent of the receipts from the national forests to the States containing national forest land for schools and roads. In 1959 the amounts returned to the 13 States was about \$25 million.

Alaska was included in the Federal-aid primary and secondary highway programs for the first time in the Federal-Aid Highway Act of 1956. The provision of an adequate transportation system has

been a difficult problem confronting Alaska in its transition from territorial to statehood status. Highway construction and maintenance is very expensive. Road mileage in the State is not extensive, and many of the communities are still isolated as far as highway connections are concerned. The number of motor vehicles in the State is relatively small, and the State income from highway revenues is low. As additional highways are completed the annual cost of maintenance will increase. It appears possible that Alaska, as well as certain other Western States, might have difficulty in the near future of meeting their matching requirements for Federal-aid highway funds and providing adequate maintenance for the completed highways.

The committee realizes that the amendment will not require the expenditure of additional Federal funds, nor divert any Federal funds from any other State. The committee was concerned with the effect of the amendment in decreasing the total amount of highway work which could be accomplished with Federal-aid funds in public lands States. The committee considers, however, that the amendment would allow the State more flexibility in the expenditure of State funds for construction of State roads, maintenance, or for other purposes. The question of application of the additional revenue available to the States is a State matter, and might result in construction of more net road mileage when used on State roads. It is also recognized that road construction in the States affected by the amendment is much more expensive than in most of the other States.

The committee understands that the term "public domain lands" as used in the recommended amendment includes only lands which have never left Federal ownership, and does not include acquired lands such as land-utilization land, acquired submarginal land, land acquired under the National Industrial Recovery Act, and land acquired for military reservations.

The committee considers it equitable and proper that the public lands States be given recognition for Federal lands which lie beyond the reach of the taxing powers of such States, a payment in lieu of taxation so to speak, and that the credit now given to States for unreserved and unappropriated public lands should be extended to include reserved lands in the public domain.

The following tables show the effects of the proposed amendment on State matching requirements under existing law.



*Sliding scale ratio of Federal-aid participation in public lands States (for normal 50-50 matching) based on present legislation and on the amendment*

State	Present legislation			Amendment		
	Area of unap- propriated and unreserved public lands and non- taxable Indian lands	Percent of total area of State	Sliding scale rate	Area of reserved and unre- served public domain lands, exclusive of national forests and national parks and monuments, and nontax- able Indian lands	Percent of total area of State	Sliding scale rate
Alaska.....	270,885,166	0.7218	86.09	337,241,411	0.8986	94.93
Arizona.....	31,863,199	.4371	71.86	38,955,450	.5344	76.72
California.....	16,267,805	.1602	58.01	21,143,140	.2082	60.41
Colorado.....	8,829,571	.1323	56.62	9,760,661	.1463	57.32
Idaho.....	12,020,091	.2248	61.24	14,691,404	.2747	63.74
Montana.....	11,771,815	.1250	56.25	13,204,231	.1402	57.01
Nevada.....	47,172,077	.6668	83.34	56,130,594	.7934	89.67
New Mexico.....	19,748,724	.2536	62.68	23,599,883	.3031	65.16
Oregon.....	14,500,290	.2336	61.68	17,620,605	.2839	64.20
South Dakota.....	5,243,691	.1063	55.32	5,279,295	.1071	55.36
Utah.....	26,630,754	.4900	74.50	30,497,000	.5612	78.06
Washington.....	2,974,770	.0682	53.41	3,387,325	.0776	53.88
Wyoming.....	18,012,774	.2874	64.37	20,512,673	.3273	66.37

*Reduction in Senate matching funds under provisions of the proposed amendment*

State	1961 apportionment of ABC funds	State matching funds required on basis of		
		Present legislation	Amendment	Difference
Alaska.....	\$36,768,519	\$5,940,877	\$1,963,725	\$3,977,152
Arizona.....	10,613,418	4,156,159	3,220,547	935,612
California.....	46,622,027	33,746,921	30,553,982	3,192,939
Colorado.....	13,461,726	10,313,842	10,023,490	290,352
Idaho.....	7,961,559	5,039,027	4,529,120	509,907
Montana.....	12,729,514	9,900,733	9,599,049	301,684
Nevada.....	7,791,113	1,557,474	897,538	659,936
New Mexico.....	11,291,509	6,723,023	6,037,388	685,635
Oregon.....	12,378,962	7,690,691	6,902,910	787,781
South Dakota.....	9,871,273	7,972,676	7,959,784	12,892
Utah.....	8,646,670	2,959,598	2,430,284	529,314
Washington.....	13,596,329	11,860,194	11,638,135	222,059
Wyoming.....	8,189,918	4,533,273	4,149,871	383,402
Total.....	199,922,537	112,394,488	99,905,823	12,488,665

#### INCREASE IN MILEAGE OF THE NATIONAL SYSTEM OF INTERSTATE AND DEFENSE HIGHWAYS

The committee adopted an amendment to H.R. 10495 which would increase the mileage to be designated as the Interstate System from 41,000 to 41,300 miles. This proposed increase in mileage is authorized to enable the Secretary of Commerce to make such additional designations as he may determine necessary to meet the purposes and requirements of the National System of Interstate and Defense Highways, including possible segments of highways in States recently added to the Union where the principal value of such highways is for defense purposes. The existing law provides that the cost of completing any mileage designated from the 1,000 additional miles authorized by section 108(e) of the Federal-Aid Highway Act of 1956 shall be excluded from the estimates of cost for completing the Interstate

system. The amendment recommended by the committee would permit the inclusion of the estimated costs of completing the additional designated 300 miles in such estimates of cost.

#### PAYMENTS ON FEDERAL-AID PROJECTS UNDERTAKEN BY A FEDERAL AGENCY

The committee recommends an amendment that would permit the Bureau of Public Roads, upon execution of a project agreement with a State for construction of a road relocation necessitated by the construction of a project by a Federal agency, to reimburse the State immediately on the basis of the estimated cost for the Federal share of the betterment work involved in the proposed highway relocation. Upon completion of the project and its acceptance by the Bureau of Public Roads, an adjustment would be made based on the final cost of the project, and any excess credited to the same class of funds from which the Federal payment was made.

Under existing law if the Federal Government is constructing a reservoir project, and it becomes necessary to relocate a highway, the Federal agency determines the allocation of costs between the agency and the State. The State, representing itself and the Bureau of Public Roads, is required to deposit the funds required for the remaining cost of the project over that to be furnished by the Federal agency. If the road to be relocated is on the Federal-aid highway system, approval of the plans and specifications by the Bureau of Public Roads is required. When such road project is completed, the Bureau of Public Roads reimburses the State for the Federal portion of the funds which the State advanced to the Federal agency constructing the reservoir project.

In many States this procedure becomes a heavy load for the limited financial resources of the State highway department. In a State where several reservoirs are under construction, the funds to be paid initially by the State may amount to several million dollars annually, of which they will be eventually reimbursed by the Bureau of Public Roads on the basis of the matching formula for the system of roads on which the road relocation is a segment. The project cannot be undertaken until the plans have been approved by the Bureau of Public Roads and a project agreement executed with the State. The State might thus have a large amount of funds tied up on projects of this nature, which would limit them in awarding other highway contracts where the State laws require having actual funds available before making such an obligation.

The committee considers it proper and equitable that after a State has paid its share of the cost of relocation of a highway to the Federal agency constructing a Federal project, the Bureau of Public Roads immediately reimburse such State for that portion which it will eventually reimburse anyway, with provisions for adjustment of cost allocations between the State and Bureau of Public Roads at the completion of the highway relocation.

#### APPROACH ROADS TO FERRY FACILITIES

Section 7 of H.R. 10495 as approved by the committee would amend title 23 of the United States Code to permit participation of Federal-aid highway funds in the construction of approach roads to publicly

or privately owned ferry facilities on the Federal-aid highway systems. Although the amendment is general in character and applies equally to all 50 States, its application would affect primarily the States of Alaska and Hawaii.

The State of Alaska is a rugged, mountainous country with a long coastline and many miles of waterways. Ferry operations in Alaska are contemplated for construction and inclusion in the Federal-aid highway system under this amendment to tie together major communities, and provide all-year route connections between segments of the State and with the Canadian highway system, thence to the 48 States. Maintenance and operation of these ferry routes will be more economical than provision of an all-land highway program, but would be provided within the framework of a land highway system.

The language of the amendment authorizes Federal participation in the cost of construction of approaches to ferries which are on Federal-aid roads but have not been designated as part of the route of an interstate highway. This provision is consistent with the long-standing policy that highways constructed with the aid of Federal funds be toll free with certain exceptions in the case of toll bridges and toll tunnels. Thus the authority provided in the amendment is limited to that which is necessary to accomplish its major objectives, and does not constitute a departure from the established policy that Federal-aid highways be generally toll free.

The interests of the traveling public are fully protected in that the operating authority of the ferries and the fares charged for passengers are required to be under the control of a State agency or official, such as a public utility commission or State highway department.

The amendment requires that fares derived from the publicly owned ferries shall be applied to payment of the cost of the construction or acquisition thereof, including debt service, and to actual and necessary cost of operation, maintenance, repair, and replacement.

Finally it is the intent of the committee that participation with Federal funds under this amendment shall be limited to permanent, fixed highway facilities, including approach structures to carry the roadway from the water's edge to the ferry moorage. Such structures are included within the meaning of the word "approach." However, it is intended that Federal funds may not participate in the cost of movable ramps or transfer structures to meet the varying deck levels of the ferry caused by variation in the water levels. These items are considered to be a part of the operating equipment and facilities of the ferry itself rather than a part of any permanent highway facility.

The committee recognizes the fact that in some States the use of ferries over waterways for the transportation of highway vehicles is an essential part of the highway system of the State. In many cases the construction of bridges in lieu of the operation of ferries is completely infeasible. Thus the participation of Federal-aid funds in the construction of approaches to ferries on the Federal-aid system is consistent with the general purposes of Federal-aid highway legislation, and is both necessary and feasible from a need standpoint and an economic standpoint on certain sections of the Federal-aid system in certain States.



## REPAYMENT OF FEDERAL-AID FUNDS

The committee has included an amendment in H.R. 10495 which would permit the States of Maryland and Delaware to repay to the Federal Government the Federal-aid highway funds paid on those sections of Federal-aid Interstate Route 95 from the vicinity of the proposed Whitmarsh Interchange in Baltimore County, Md., to the vicinity of Farnhurst, Md. After repayment of such Federal-aid funds, the restrictions with respect to the imposition and collection of tolls or other charges thereon would be removed, and the States could collect tolls for the use of this section of the highway. Funds so repaid would be credited to the highway trust fund.

The committee was advised that the States of Maryland and Delaware are planning the construction of a toll highway on that section of Interstate Route 95 between a point in Delaware west of the approaches to the Delaware Memorial Bridge and a point in Maryland east of the approaches to the Baltimore Harbor Tunnel. Each State has expended funds in preliminary engineering or right-of-way acquisition, or construction work on parts of the project. Each State has been reimbursed with Federal funds for a portion of the funds expended, Maryland to the extent of about \$900,000, and Delaware to the extent of about \$500,000. The reimbursement provision will be required where project agreements have been completely closed out. Where such project agreements have not been completely closed out, the necessary fund transfers can be made by administrative action.

The section of Interstate Route 95 which is proposed as a toll facility comprises about 62 miles, and the estimated cost of construction of such toll facility is approximately \$85 million. The committee was advised that the desires of the two States to construct, maintain, and operate this section of the highway as a toll road is occasioned by the recent reduction in the amount of available interstate funds and the urgent need for early completion of the highway because of the present and prospective future traffic volumes. It was estimated that the completed highway would not be available for a number of years under present schedules of construction with interstate funds.

The committee is normally not in favor of the location of toll roads as a part of the Interstate System, but believes the desires of the two States in this instance is worthy of consideration. It is of the opinion that this procedure is particularly advantageous in this case and will provide a much-needed highway at an early date to accommodate the present urgent needs. The proposed amendment is similar to precedents established by legislation with respect to other States under similar circumstances, and the committee recommends the amendment.

## INTERSTATE HIGHWAY SYSTEM ESTIMATES

In connection with the prospective report to the Congress of estimates for completion of the Interstate System which is due in January 1961, the attention of the Committee was drawn to reports that provision of existing law requiring the use of "direct routes where practicable" might be interpreted to mean "where possible" and in some instances, possibly within the District of Columbia might prevent consideration of the best route from the standpoint of traffic

service, minimum cost for rights-of-way and minimal disruption to property use and value.

The matter was referred to a special subcommittee which conducted a hearing and took testimony from many witnesses including the Bureau of Public Roads, the District Highway Department, the Maryland State Road Commission, and the Regional National Capital Planning Commission, as well as representatives of citizens associations and property-owners. The testimony developed that both the Bureau of Public Roads and the local highway bodies believed the existing law was adequate to permit consideration of alternate routes or modification of the most direct routing if consideration were also given to the following section which was adopted under Section 116(b) of the Federal-Aid Highway Act of 1956 (70 Stat. 374) and as contained in section 101, title 23, United States Code:

It is hereby declared that the prompt and early completion of the National System of Interstate and Defense Highways, so named because of its primary importance to the national defense and hereafter referred to as the Interstate System, is essential to the national interest and is one of the most important objectives of this act. It is the intent of Congress that the Interstate System be completed as nearly as practicable over the period of availability of the 13 years' appropriations authorized for the purpose of expediting its construction, reconstruction, or improvement, inclusive of necessary tunnels and bridges, through the fiscal year ending June 30, 1969, under section 108(b) of the Federal-Aid Highway Act of 1956 (70 Stat. 374), and that the entire system of all States be brought to simultaneous completion. *Insofar as possible in consonance with this objective, existing highways located on an interstate route shall be used to the extent that such use is practicable, suitable, and feasible, it being the intent that local needs to the extent practicable, suitable and feasible, shall be given equal consideration with the needs of interstate commerce.* [Emphasis added.]

Therefore, the committee does not recommend a change in the law but does recommend to the attention of the responsible and respective agencies that full consideration be given to the provision cited. The committee has been advised that the Bureau of Public Roads will cooperate with the respective highway agencies and the National Capital Planning Commission is making a compilation study to bring together the data needed for an evaluation of routes with a view to providing usable estimates for the timely submission of estimate of costs for purposes of interstate apportionment. The tentative use of the Wisconsin Avenue corridor for the making of the cost estimate for completion of the Interstate System, to be submitted to the Congress in January 1961 as required by law, does not and should not in any manner preclude the eventual consideration of some other location for this section of interstate highway should further studies indicate that another location would be more in accord with the general directives of the law, and the public interest. The committee is further advised that the hearings resulted in clearing up some uncertainties on procedure and in producing a spirit of cooperation that, it is believed, will bring about earlier selection of a fixed route than had seemed likely.



## TECHNICAL AMENDMENTS

Section 10 of the bill makes certain amendments to title 23 of the United States Code.

Subsection (a) of section 10 of the bill would amend subsection (c) of section 129 of title 23 of the United States Code by deleting the term "under prior acts." Section 129(c) of title 23 relates to the availability of Federal-aid funds for expenditure on projects approaching toll facilities. The result of this proposed deletion would be to eliminate the limited applicability of this subsection to only the expenditure of funds authorized to be appropriated under the Federal-Aid Highway Act of 1958 and previous authorizations.

Subsection (b) of section 10 of the bill would propose to strike the word "now" from the phrase "Funds now authorized" in the first sentence of section 203 of title 23 of the United States Code. Section 203 of title 23, United States Code, relates to the availability of funds for contract for forest highways, forest development roads and trails, park roads and trails, parkways, Indian reservation roads, and public land highways. This proposed deletion would eliminate the limited applicability of this section to only funds authorized prior to the date of enactment of title 23 as substantive law. Thus funds hereafter authorized as well as those which have already been authorized will be available for contract for these classes of roads.

Subsection (c) of section 10 of the bill as proposed to be amended by the committee amends section 205(a) of title 23, United States Code, relating to the authority of the Secretary of Agriculture with respect to forest development roads and trails. Under the law at present "the Secretary of Agriculture may enter into construction contracts with a State or civil subdivision thereof \* \* \*" in connection with such roads and trails. The committee recommends that the word "construction" in the above-quoted portion of subsection (a) immediately preceding the word "contracts" be stricken. The second sentence of section 205(a), relating to contracts for forest development roads and trails, should have the same meaning and construction as the second sentence of section 204(a), relating to contracts for forest highways. Both sections 204(a) and 205(a) have, in fact, the same source in prior law, section 23(a) of the Federal Highway Act of 1921 (42 Stat. 212). At the time of the 1921 act the Bureau of Public Roads was a part of the Department of Agriculture, which had responsibility for construction and maintenance of both forest highways and forest development roads and trails, but when the Bureau was transferred to the Federal Works Agency in 1939, this responsibility with respect to forest development roads and trails remained, of course, with the Department of Agriculture, while that relating to forest highways remained under the Bureau of Public Roads which subsequently became a part of the Department of Commerce in 1949. In view of the source in the law for the second sentence of section 205(a), the committee has recommended this amendment in order that the Secretary of Agriculture clearly may have the same authority to enter into contracts with States or subdivisions thereof with respect to forest development roads and trails as the Secretary of Commerce has with respect to forest highways.

Under subsection (d) of section 10 of the bill as proposed to be amended by the committee, the Secretary of Commerce would be



authorized to advance to any State, out of funds appropriated for defense access roads, the Federal share of the cost of construction of the project to enable the State highway department to make prompt payments for acquisition of rights-of-way and for construction as it progresses. The sums so advanced would be deposited in a special fund by the State official authorized by State law to receive such funds. If the Secretary of Commerce should determine that funds so advanced are no longer required, the amount of the advance determined to be in excess of requirements for the project shall be repaid upon the demand of the Secretary and such repayments would be returned to the credit of the appropriation from which the funds were advanced. The authority contained in this section on defense access roads would be similar to that now applicable to Federal-aid highway projects (23 U.S.C. 124). The committee believes that this provision will be desirable in expediting the completion of defense access roads projects and will enable prompt construction of any improvement that may be requested by defense agencies in event of emergency.

The committee also recommends the amendment of section 305 of title 23, United States Code, relating to archeological and paleontological salvage. This amendment is proposed as subsection (e) of section 10 of the bill. Said section 305 now authorizes the use of funds authorized to be appropriated "under the Federal-Aid Highway Act of 1956" for archeological and paleontological salvage in connection with highway construction. The objectives of this section are desirable and important, and it is considered advantageous to extend the authority granted by the cited section to funds authorized by acts enacted subsequent to 1956. This would be accomplished by the committee's amendment deleting from section 305 the phrase quoted above and inserting in lieu thereof the phrase "to carry out this title."

#### ANALYSIS OF THE BILL BY SECTIONS

An explanation of H.R. 10495 by sections, as amended by the Committee on Public Works, is as follows:

##### *Section 1. Short title*

This section provides that the bill may be cited as the "Federal Highway Act of 1960."

##### *Section 2. Authorizations*

Section 2(1) authorizes the appropriation of \$925 million for each of the fiscal years 1962 and 1963 for expenditure on the regular Federal-aid highway systems, the primary, secondary, and urban systems. The sum authorized for each fiscal year shall be available for expenditure on these systems on the same percentage basis as provided in the preceding Federal aid highway acts. The division of funds between the highway classifications is as follows:

(a) 45 percent (\$416,250,000) for projects on the Federal-aid primary system,

(b) 30 percent (\$277,500,000) for projects on the Federal-aid secondary system,

(c) 25 percent (\$231,250,000) for projects on the Federal-aid primary highway system in urban areas, and for projects on approved extensions of the Federal-aid secondary system within urban areas.

The sums authorized would be apportioned among the States in the manner and in accordance with the formulas established by previous acts.

(2) This subsection authorizes an appropriation of \$33 million for forest highways for each of the fiscal years 1962 and 1963.

(3) Subsection 2(3) authorizes an appropriation of \$35 million for fiscal year 1962, and \$40 million for fiscal year 1963, for forest development roads and trails.

(4) Subsection 2(4) provides an authorization of \$18 million for each of the fiscal years 1962 and 1963 for the construction, reconstruction, and improvement of roads, trails, and bridges in national parks, monuments, and other areas administered by the National Park Service, including approach roads.

(5) This subsection authorizes the sum of \$16 million for each of the fiscal years 1962 and 1963, for construction, reconstruction, and improvement of authorized parkways.

(6) This subsection authorizes the sum of \$12 million for each of the fiscal years 1962 and 1963, for construction, reconstruction, and improvement of roads and bridges within Indian reservations and to provide access to Indian reservations and Indian lands.

(7) Subsection 2(7) provides authorization of \$3 million for each of the fiscal years 1962 and 1963, for survey, construction, reconstruction, and maintenance of important Federal-aid highways lying entirely within public lands and other Federal reservations.

*Section 3. Additional authorization of appropriation of Federal-aid primary, secondary, and urban funds*

Subsection (a) authorizes the appropriation of an additional amount of \$100 million for each of the fiscal years 1962 and 1963 for expenditure on the regular Federal-aid highway systems. The sum authorized for each fiscal year would be available for expenditure on the A-B-C systems on the same percentage basis as provided for the regular authorizations, 45, 30, and 25 percent. The sum authorized for fiscal year 1962 would be apportioned immediately upon enactment of this act, and the sum authorized for fiscal year 1963 would be apportioned not later than August 1, 1961, in the manner and in accordance with the formulas now provided by law.

Subsection (b) provides that the amounts authorized to be appropriated for fiscal years 1962 and 1963, shall be available for expenditure on contracts awarded or work commenced prior to 6 months in advance of the beginning of the fiscal year, for completion prior to a date 6 months before the end of the fiscal year, subject to delays beyond the control of the contractor. Any funds so apportioned that remain unexpended shall lapse.

Subsection (c) provides that the sums apportioned shall be available for expenditure for projects on the Federal-aid primary, secondary, or urban systems, without limitation as to the percentage to be utilized on any system, thus permitting transfer or interchange of apportionments between these systems.

Subsection (d) provides that the Federal share payable to any project constructed with these funds shall not exceed two-thirds of the total cost thereof, plus the regular sliding scale percentage for the State's share in public lands States, with a limitation of 95 percent of the Federal share in any State.



Subsection (e) provides that approval by the Secretary of Commerce of any project on which the Federal share is increased shall be deemed a contractual obligation of the Federal Government for the payment of such increase in the Federal share, and such funds shall be deemed to have been expended when obligated.

Subsection (f) declares it to be the intent of the Congress that the sums authorized under section 3 shall be supplementary to, and not in lieu of, any sum heretofore or herein authorized for expenditure on the Federal-aid primary, secondary, or urban highway systems, and is made available to enable and encourage the States to use such funds for the construction of highway projects in labor surplus areas, and on those projects of greatest need.

*Section 4. Federal-aid participation in public land States*

This section provides that nontaxable Indian lands, individual and tribal, and both reserved and unreserved land in the public domain, exclusive of national forests, national parks, and national monuments, shall be used in computing the Federal share payable for Federal-aid highway projects in public land States financed with Federal-aid primary, secondary, or urban funds. Existing law permits the use of unappropriated and unreserved public lands and non-taxable Indian lands in computing the sliding scale ratio of Federal-aid participation in public lands States.

*Section 5. Increase in mileage of the Interstate System*

Section 5 would authorize an increase in mileage for designation on the National System of Interstate and Defense Highways, from 41,000 miles to 41,300 miles, with the estimated cost of such additional 300 miles to be included in estimates of cost for completing the Interstate System. This additional mileage will permit the Secretary of Commerce to designate important segments of highways in the States recently added to the Union.

*Section 6. Payments on Federal-aid projects undertaken by a Federal agency*

This section provides that upon execution of a project agreement with a State for construction of a road relocation necessitated by the construction of a project by a Federal agency, the Bureau of Public Roads could reimburse the State immediately for the Federal share of the betterment work involved in the proposed highway relocation, on the basis of the estimated cost of such Federal share. When the project is completed and accepted by the Bureau, an adjustment based on the final cost of the project would be made, and any excess over the Federal pro rata share of the cost would be recovered by the Bureau and credited to the same class of funds from which the Federal payment was received.

*Section 7. Approach roads to ferry facilities*

This section provides for participation of Federal-aid highway funds in the construction of approach roads to ferry facilities toll or free, on the Federal-aid systems, excluding the Interstate System. Such ferries could be publicly or privately owned, the operating authority of the ferries and the amount of fares charged would be under the control of a State agency or official, and the fares derived from publicly owned ferries would be applied to payment of the cost of construction



or acquisition thereof including debt service, and the necessary cost of operation, maintenance, repair, and replacement.

*Section 8. Repayment of Federal-aid funds*

Section 8 would permit the States of Delaware and Maryland to repay to the Federal Government the Federal-aid highway funds paid on the segment of Interstate Route 95 from the vicinity of Farnhurst, Del., to the vicinity of the Whitemarsh Interchange in Baltimore County, Md., proposed as the location of a toll express highway. After repayment of Federal-aid highway funds and withdrawal of all project agreements, that section of the Interstate System would be free of any and all restrictions with respect to the imposition and collection of tolls or other charges, and could be constructed, operated, and maintained as a toll highway.

*Section 9. Definitions*

Section 9 specifies the meaning of certain of certain terms used in section 2 to be the same as given in section 101 of title 23 of the United States Code.

*Section 10. Amendments to title 23*

Section 10 of the bill makes certain amendments to title 23 of the United States Code which are of a technical and clarifying nature.

Subsection (a) eliminates the limited applicability of Federal-aid funds for expenditure on projects approaching toll facilities, which now permits only funds used for that purpose authorized under the Federal-aid Highway Act of 1958, and previous authorizations.

Subsection (b) eliminates the limited applicability of funds authorized for contract for forest highways, forest development roads and trails, park roads and trails, parkways, Indian reservation roads, and public land highways, from funds now authorized, and makes available for such use funds hereafter authorized as well as those which have been previously authorized.

Subsection (c) deletes the word "construction" from the authority of the Secretary of Agriculture to enter into contracts with States with respect to forest development roads and trails, thus granting him the same authority as to that class of roads as the Secretary of Commerce has with respect to forest highways.

Subsection (d) adds a new section to title 23 which would authorize the Secretary of Commerce to advance defense access road funds to any State for the Federal share of the cost of construction of a project to enable the State highway department to make prompt payments for acquisition of rights-of-way and for construction as it progresses. Sums so advanced would be deposited in a special fund by the authorized State official, disbursed upon approved vouchers, and any excess funds shall be repaid to the Secretary on demand.

Subsection (e) would permit the use of any funds appropriated under title 23 for archeological and paleontological salvage in connection with highway construction projects.

Subsection (f) would require the erection of informational signs prescribed by the Secretary of Commerce, identifying the project and the respective amounts contributed by the State and Federal Government, on any project where actual construction is in progress and visible to highway users.

## CHANGES IN EXISTING LAW

In compliance with subsection (4) of Rule XXIX of the Standing Rules of the Senate, changes in existing law made by the bill as reported are shown as follows: (existing law proposed to be omitted is enclosed in black brackets, new matter is printed in italic, existing law in which no change is proposed is shown in roman).

SECTION 120(a), SECTION 103(d), SECTION 129(c), SECTION 203, SECTION 205(a), SECTION 305, AND SECTION 114(a) OF TITLE 23, UNITED STATES CODE

### § 120. Federal share payable.

(a) Subject to the provisions of subsection (d) and (h) of this section, the Federal share payable on account of any project, financed with primary, secondary, or urban funds, on the Federal-aid primary system and the Federal-aid secondary system shall not exceed 50 per centum of the cost of construction, except that in the case of any State containing [unappropriated and unreserved public lands and non-taxable Indian lands, individual and tribal,] *non-taxable Indian lands, individual and tribal, and public domain lands (both reserved and unreserved) exclusive of national forests and national parks and monuments*, exceeding 5 per centum of the total area of all lands therein, the Federal share shall be increased by a percentage of the remaining cost equal to the percentage that the area of all such lands in such State, is of the total area.

### § 103. Federal-aid systems.

(d) The Interstate System shall be designated within the [continental] United States and it shall not exceed [forty-one thousand] *forty-one thousand three-hundred miles* in total extent.

### § 129. Toll roads, bridges, and tunnels.

(c) Funds authorized [under prior Acts] for expenditure on any of the Federal-aid highway systems, including the Interstate System, shall be available for expenditure on projects approaching any toll road, bridge or tunnel to a point where such project will have some use irrespective of its use for such toll road, bridge or tunnel.

### § 203. Availability of funds.

Funds [now] authorized for forest highways, forest development roads and trails, park roads and trails, parkways, Indian reservation roads, and public lands highways shall be available for contract upon apportionment, or a date not earlier than one year preceding the beginning of the fiscal year for which authorized if no apportionment is required. Any amount remaining unexpended for a period of two years after the close of the fiscal year for which authorized shall lapse. The Secretary of the Department charged with the administration of such funds is granted authority to incur obligations approve projects, and enter into contracts under such authorizations and his action in doing so shall be deemed a contractual obligation of the United States for the payment of the cost thereof and such funds shall be deemed to

have been expended when so obligated. Any funds heretofore or hereafter authorized for any fiscal year for forest highways, forest development roads and trails park roads and trails, parkways, Indian roads, and public lands highways shall be deemed to have been expended if a sum equal to the total of the sums authorized for such fiscal year and previous fiscal years since and including the fiscal year ending June 30, 1955, shall have been obligated. Any of such funds released by payment of final voucher or modification of project authorizations shall be credited to the balance of unobligated authorizations and be immediately available for expenditure.

#### § 205. Forest development roads and trails.

(a) Funds available for forest development roads and trails shall be used by the Secretary of Agriculture to pay for the cost of construction and maintenance thereof, including roads and trails, on experimental areas under Forest Service administration. In connection therewith, the Secretary of Agriculture may enter into [construction] contracts with a State or civil subdivision thereof, and issue such regulations as he deems advisable.

#### § 305. Archeological and paleontological salvage.

Funds authorized to be appropriated [under the Federal-Aid Highway Act of 1956,] *to carry out this title*, to the extent approved as necessary by the highway department of any State, may be used for archeological and paleontological salvage in that State in compliance with the Act entitled "An Act for the preservation of American Antiquities," approved June 8, 1906 (34 Stat. 225), and State laws where applicable.

#### § 114. Construction.

(a) The construction of any highways or portions of highways located on a Federal-aid system shall be undertaken by the respective State highway departments or under their direct supervision. Except as provided in section 117 of this title, such construction shall be subject to the inspection and approval of the Secretary. The construction work and labor in each State shall be performed under the direct supervision of the State highway department and in accordance with the laws of that State and applicable Federal laws. Construction may be begun as soon as funds are available for expenditure pursuant to subsection (a) of section 118 of this title. *On any project where actual construction is in progress and visible to highway users, the State highway department shall erect such informational sign or signs as prescribed by the Secretary, identifying the project and the respective amounts contributed therefor by the State and Federal Governments.*





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Calendar No. 1795

86TH CONGRESS  
2D SESSION

# H. R. 10495

[Report No. 1725]

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IN THE SENATE OF THE UNITED STATES

MAY 13, 1960

Read twice and referred to the Committee on Public Works

JUNE 24, 1960

Reported by Mr. CHAVEZ, with amendments

[Omit the part struck through and insert the part printed in italic]

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## AN ACT

To authorize appropriations for the fiscal years 1962 and 1963 for the construction of certain highways in accordance with title 23 of the United States Code, and for other purposes.

1 *Be it enacted by the Senate and House of Representa-*  
2 *tives of the United States of America in Congress assembled,*

3 SHORT TITLE

4 SECTION 1. This Act may be cited as the "Federal  
5 Highway Act of 1960".

6 AUTHORIZATIONS

7 SEC. 3. For the purpose of carrying out the provisions  
8 of title 23 of the United States Code the following sums are  
9 hereby authorized to be appropriated:

10 (1) For the Federal-aid primary system and the Fed-



1 eral-aid secondary system and for their extension within  
2 urban areas out of the Highway Trust Fund, \$925,000,000  
3 for the fiscal year ending June 30, 1962, and \$925,000,000  
4 for the fiscal year ending June 30, 1963. The sums author-  
5 ized in this paragraph for each fiscal year shall be available  
6 for expenditure as follows:

7 (A) 45 per centum for projects under the Federal-  
8 aid primary system;

9 (B) 30 per centum for projects on the Federal-aid  
10 secondary system;

11 (C) 25 per centum for projects on extensions of  
12 Federal-aid primary and Federal-aid secondary systems  
13 within urban areas.

14 (2) For forest highways, \$33,000,000 for the fiscal  
15 year ending June 30, 1962, and \$33,000,000 for the fiscal  
16 year ending June 30, 1963.

17 (3) For forest development roads and trails, \$35,-  
18 000,000 for the fiscal year ending June 30, 1962, and  
19 \$40,000,000 for the fiscal year ending June 30, 1963.

20 (4) For park roads and trails, \$18,000,000 for the  
21 fiscal year ending June 30, 1962, and \$18,000,000 for the  
22 fiscal year ending June 30, 1963.

23 (5) For parkways, \$16,000,000 for the fiscal year  
24 ending June 30, 1962, and \$16,000,000 for the fiscal year  
25 ending June 30, 1963.

(6) For Indian reservation roads and bridges, \$12,000,-  
000 for the fiscal year ending June 30, 1962, and \$12,000,-  
000 for the fiscal year ending June 30, 1963.

(7) For public lands highways, \$3,000,000 for the  
fiscal year ending June 30, 1962, and \$3,000,000 for the  
fiscal year ending June 30, 1963.

ADDITIONAL AUTHORIZATION OF APPROPRIATION OF  
FEDERAL-AID PRIMARY, SECONDARY, AND URBAN  
FUNDS

SEC. 3. (a) AMOUNT AND APPORTIONMENT.—For  
the purpose of carrying out the provisions of title 23 of the  
United States Code, there is hereby authorized to be appro-  
priated out of the Highway Trust Fund the sum of \$100,-  
000,000 for the fiscal year ending June 30, 1962, and  
the sum of \$100,000,000 for the fiscal year ending June  
30, 1963, in addition to any other sums authorized for such  
fiscal years. The sum herein authorized for the fiscal year  
ending June 30, 1962, shall be apportioned: (A) 45 per  
centum for projects on the Federal-aid primary highway  
system, (B) 30 per centum for projects on the Federal-aid  
secondary highway system, and (C) 25 per centum for  
projects on extensions of these systems within urban areas,  
among the several States, immediately upon enactment of  
this Act, and the sum herein authorized for the fiscal year  
ending June 30, 1963, shall be apportioned on the same

1 percentage basis, among the several States not later than  
2 August 1, 1961, in the manner now provided by law and  
3 in accordance with the formulas set forth in section 104(b)  
4 (1), (2), and (3) of title 23 of the United States Code.

5 (b) AVAILABILITY FOR EXPENDITURE.—The amount  
6 authorized to be appropriated in section 3(a) herein for  
7 the fiscal year ending June 30, 1962, shall be available for  
8 expenditure pursuant to contracts awarded or work com-  
9 menced by the State highway departments prior to January  
10 1, 1961, for completion of construction prior to January 1,  
11 1962, and the amount authorized to be appropriated in sec-  
12 tion 3(a) herein for the fiscal year ending June 30, 1963,  
13 shall be available for expenditure pursuant to contracts  
14 awarded or work commenced by the State highway depart-  
15 ments prior to January 1, 1962, for completion of construc-  
16 tion prior to January 1, 1963, subject to delays caused by  
17 circumstances and conditions beyond the control of, and with-  
18 out the fault of any contractor on such contracts, and delays  
19 created by acts of God. Any amounts apportioned to a  
20 State under provisions of this section for the fiscal year end-  
21 ing June 30, 1962, remaining unexpended on January 1,  
22 1961, shall lapse: Provided, That such funds shall be deemed  
23 to have been expended when covered by contracts awarded  
24 or work commenced prior to January 1, 1961, and on ac-  
25 count of which formal agreements with the Secretary of Com-



merce are entered into prior to February 1, 1961, for specific projects. Any amounts apportioned to a State under provisions of this section for the fiscal year ending June 30, 1963, remaining unexpended on January 1, 1962, shall lapse: Provided, That such funds shall be deemed to have been expended when covered by contracts awarded or work commenced prior to January 1, 1962, and on account of which formal agreements with the Secretary of Commerce are entered into prior to February 1, 1962, for specific projects.

(c) *EXPENDITURE WITHOUT LIMITATION AS TO SYSTEMS.*—The sums apportioned under this section shall be available for expenditure for projects on the primary or secondary Federal-aid systems, including extensions of these systems within urban areas, without limitation as to the amount of any class of funds, primary, secondary, or urban, apportioned for projects on any system.

(d) *FEDERAL SHARE.*—The Federal share payable on account of any project provided for by funds made available under the provisions of this section shall not exceed  $66\frac{2}{3}$  per centum of the total cost thereof plus, in any State containing nontaxable Indian lands, individual and tribal, and public domain lands (both reserved and unreserved) exclusive of national forests and national parks and monuments, exceeding 5 per centum of the total area of all lands therein, a per-

1 centage of the remaining  $33\frac{1}{3}$  per centum of such cost equal  
 2 to the percentage that the area of such lands in such State  
 3 is of its total area: *Provided, That such Federal share pay-*  
 4 *able on any project in any State shall not exceed 95 per*  
 5 *centum of the total cost of such project.*

6 (e) *CONTRACT AUTHORITY.*—Approval by the Secre-  
 7 tary of Commerce of any project on account of which the  
 8 Federal share is increased under the provisions of this section  
 9 shall be deemed a contractual obligation of the Federal Gov-  
 10 ernment for the payment of such increase in the Federal share,  
 11 and its expenditure shall be governed by the provisions of  
 12 subsection (b) of this section.

13 (f) *DECLARATION OF INTENT.*—It is hereby declared to  
 14 be the intent of the Congress that the sums authorized under  
 15 subsection (a) of this section shall be supplementary to, and  
 16 not in lieu of, any other sum heretofore or herein authorized  
 17 for expenditure on the Federal-aid primary or secondary  
 18 systems, including extensions of these systems within urban  
 19 areas, and is made available to enable and encourage the  
 20 States to use such funds for the construction of highway  
 21 projects in labor surplus areas, and on those projects of  
 22 greater need.

23 *FEDERAL-AID PARTICIPATION IN PUBLIC LAND STATES*

24 *SEC. 4.* That section 120(a) of title 23, United States  
 25 Code is hereby amended by striking out “Unappropriated

1 and unreserved public lands and nontaxable Indian lands,  
 2 individual and tribal” and inserting in lieu thereof “nontax-  
 3 able Indian lands, individual and tribal, and public domain  
 4 lands (both reserved and unreserved) exclusive of national  
 5 forests and national parks and monuments,”.

6 SEC. 5. The first sentence of section 103(d) of title 23,  
 7 United States Code, is hereby amended to read as follows:

8 “The Interstate System shall be designated within the  
 9 United States and it shall not exceed forty-one thousand three  
 10 hundred miles in total extent”.

11 PAYMENTS ON FEDERAL-AID PROJECTS UNDERTAKEN BY

12 A FEDERAL AGENCY

13 SEC. 6. (a) That chapter 1 of title 23 of the United  
 14 States Code is amended by inserting at the end thereof a new  
 15 section as follows:

16 “§ 132. Payments on Federal-aid projects undertaken by a Federal  
 17 agency

18 “Where a proposed Federal-aid project is to be under-  
 19 taken by a Federal agency pursuant to an agreement between  
 20 a State and such Federal agency and the State makes a de-  
 21 posit with or payment to such Federal agency as may be  
 22 required in fulfillment of the State’s obligation under such  
 23 agreement for the work undertaken or to be undertaken by  
 24 such Federal agency, the Secretary, upon execution of a proj-  
 25 ect agreement with such State for the proposed Federal-aid



1 project, may reimburse the State out of the appropriate ap-  
 2 propriations the estimated Federal share under the provisions  
 3 of this title of the State's obligation so deposited or paid by  
 4 such State. Upon completion of such project and its accept-  
 5 ance by the Secretary, an adjustment shall be made in such  
 6 Federal share payable on account of such project based on  
 7 the final cost thereof. Any sums reimbursed to the State  
 8 under this section which may be in excess of the Federal pro  
 9 rata share under the provisions of this title of the State's share  
 10 of the cost as set forth in the approved final voucher submitted  
 11 by the State shall be recovered and credited to the same class  
 12 of funds from which the Federal payment under this section  
 13 was made."

14 (b) The analysis of chapter 1 of title 23 of the United  
 15 States Code is amended by inserting at the end thereof the  
 16 following:

"132. Payments on Federal-aid projects undertaken by a Federal agency."

#### 17 APPROACH ROADS TO FERRY FACILITIES

18 SEC. 7. (a) Section 129 of title 23, United States  
 19 Code, is hereby amended by adding thereto the following new  
 20 subsection:

21 "(e) Notwithstanding the provisions of section 301 of this  
 22 title, the Secretary may permit Federal participation under  
 23 this title in the construction of a project constituting an ap-  
 24 proach to a ferry, whether toll or free, the route of which has

1 *been approved under section 103 (b) or (c) of this title as a*  
2 *part of one of the Federal-aid systems and has not been*  
3 *designated as a route on the Interstate System. Such ferry*  
4 *may be either publicly or privately owned and operated, but*  
5 *the operating authority and the amount of fares charged for*  
6 *passage shall be under the control of a State agency or official,*  
7 *and all revenues derived from publicly owned or operated*  
8 *ferries shall be applied to payment of the cost of construction*  
9 *or acquisition thereof, including debt service, and to actual*  
10 *and necessary costs of operation, maintenance, repair, and*  
11 *replacement.”*

12 *(b) The caption of section 129 of title 23, United States*  
13 *Code, is amended to read as follows: “Toll Roads, Bridges,*  
14 *Tunnels, and Ferries.”*

15 *REPAYMENT OF FEDERAL-AID FUNDS*

16 *SEC. 8. (a) The amount of all Federal-aid highway*  
17 *funds paid on account of those sections of Federal-aid Inter-*  
18 *state Route 95 in the States of Delaware and Maryland from*  
19 *a point in the vicinity of Farnhurst, Delaware, to a point in*  
20 *the vicinity of the proposed Whitemarsh Interchange in Balti-*  
21 *more County, Maryland, proposed as the location for a toll*  
22 *express highway, shall, prior to the collection of tolls thereon,*  
23 *be repaid to the Treasurer of the United States and the*  
24 *amount so repaid shall be deposited to the credit of the appro-*  
25 *priation for “Federal-Aid Highways (Trust Fund)”. At*

1 the time of such repayment, the Federal-aid projects with re-  
2 spect to which such funds have been repaid and any other  
3 Federal-aid project located on such sections of said Inter-  
4 state Route and programed for Federal-aid participation  
5 shall be canceled and withdrawn from the Federal-aid high-  
6 way program. Any amount so repaid, together with the un-  
7 paid balance of any amount programed for expenditure on  
8 any such project, shall be credited to the unprogramed balance  
9 of Federal-aid highway funds of the same class last appor-  
10 tioned to the States, respectively. The amount so credited shall  
11 be available for expenditure in accordance with the provisions  
12 of title 23, United States Code, as amended or supplemented.

13 (b) Upon the repayment of Federal-aid highway funds  
14 and the cancellation and withdrawal from the Federal-aid  
15 highway program of all projects on said sections of Federal-  
16 aid Interstate Route 95, as provided in subsection (a) of  
17 this section, such sections of said route shall become and be  
18 free of any and all restrictions contained in title 23, United  
19 States Code, as amended or supplemented, or in any regula-  
20 tion thereunder, with respect to the imposition and collection  
21 of tolls or other charges thereon or for the use thereof.

22

## DEFINITIONS

23 SEC. 9. For the purposes of section 2 of this Act each  
24 of the following terms shall have the same meaning as is  
25 given it in section 101 of title 23 of the United States Code:



- 1 (1) Forest development roads and trails;
- 2 (2) Forest highway;
- 3 (3) Indian reservation roads and bridges;
- 4 (4) Park roads and trails;
- 5 (5) Parkway;
- 6 (6) Public lands highways;
- 7 (7) Federal-aid primary system;
- 8 (8) Federal-aid secondary system;
- 9 (9) Urban area.

10 AMENDMENTS TO TITLE 23

11 SEC. 4-10. (a) Subsection (c) of section 129 of title  
12 23, United States Code, is amended by striking out "under  
13 prior Acts".

14 (b) The first sentence of section 203 of title 23, United  
15 States Code, is amended by striking out "Funds now au-  
16 thorized" and inserting in lieu thereof "Funds authorized".

17 (c) The second sentence of subsection (a) of section  
18 205 of title 23, United States Code, is amended by striking  
19 out "construction".

20 (d) Section 210 of title 23, United States Code, is  
21 amended by adding at the end thereof the following new  
22 subsection:

23 "(g) If the Secretary shall determine that it is necessary  
24 for the expeditious completion of any defense access road  
25 project he may advance to any State out of funds appro-

1 priated for defense access roads transferred and available to  
2 the Department of Commerce the Federal share of the cost  
3 of construction thereof to enable the State highway depart-  
4 ment to make prompt payments for acquisition of rights-of-  
5 way, and for the construction as it progresses. The sums so  
6 advanced shall be deposited in a special fund by the State  
7 official authorized by State law to receive such funds, to be  
8 disbursed solely upon vouchers approved by the State high-  
9 way department for rights-of-way which have been or are  
10 being acquired and for construction which has been actually  
11 performed under this section. Upon determination by the  
12 Secretary that funds advanced to any State under the pro-  
13 visions of this subsection are no longer required, the amount  
14 of the advance which is determined to be in excess of require-  
15 ments for the project shall be repaid upon his demand, and  
16 such repayments shall be returned to the credit of the appro-  
17 priation from which the funds were advanced.”

18 (e) Section 305 of title 23, United States Code, is  
19 amended by striking out “under the Federal-Aid Highway  
20 Act of 1956,” and inserting in lieu thereof “to carry out this  
21 title”.

22 (f) Subsection (a) of section 114 of title 23, United  
23 States Code, is amended by adding at the end thereof the  
24 following new sentence: “On any project where actual  
25 construction is in progress and visible to highway users, the

1 State highway department shall erect such informational  
2 sign or signs as prescribed by the Secretary, identifying  
3 the project and the respective amounts contributed therefor  
4 by the State and Federal Governments.”

Passed the House of Representatives May 12, 1960.

Attest:

RALPH R. ROBERTS,

*Clerk.*







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# AN ACT

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To authorize appropriations for the fiscal years 1962 and 1963 for the construction of certain highways in accordance with title 23 of the United States Code, and for other purposes.

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MAY 13, 1960

Read twice and referred to the Committee on Public Works

JUNE 24, 1960

Reported with amendments



June 28, 1960

31. FARM PROGRAM. Sen. Aiken inserted "a declaration of purpose" sponsored by several Senators which included a statement calling for conservation of water, soil, and forests, bountiful production, and intelligent use of surpluses. pp. 13662-4
32. ROADS. H. R. 10495, to authorize appropriations for the fiscal years 1962 and 1963 for the construction of certain highways in accordance with title 23 of the U. S. Code (including forest highways and development roads and trails), was made the unfinished business of the Senate. p. 13688

33. POSTAL SERVICE. The Judiciary Committee reported with amendments H. R. 2339, to revise, codify, and enact into law, title 39 of the U. S. Code, entitled "The Postal Service" (S. Rept. 1763). p. 13696

ITEMS IN APPENDIX

34. PERSONNEL. Rep. Holland inserted an article critical of the Federal Employees Health Benefits Act which states that employees had hoped for a good plan and that "they now know that what has been granted is little more than another Government subsidy -- to the insuring companies." pp. A5540-1
35. WILDLIFE. Rep. Edmondson inserted a report of the committee on wildlife and recreation which was presented to the National Rivers and Harbors Congress. p. A5543
36. FARM PROGRAM. Rep. St. George inserted a farm paper article, "Here We Stand -- A Declaration of Principles Which Guides the Staff of American Agriculture." pp. A5544-5
- Extension of remarks of Rep. Short stating that "Congress in its next session must deal with the buildup of surplus farm products," and commending and inserting an article, "The Farm Problem: Fact and Fancy." pp. A5545-6
- Sen. Wiley inserted a letter from the chairman of the Dept. of Agricultural Economics, University of Wisconsin reviewing the agricultural situation. pp. A5584-5
- Extension of remarks of Rep. Robison discussing some of the farm problems, stating that the number one problem is wheat and that there is "not the slightest doubt in my mind" but that the great majority of his constituents favor getting the Federal Government "out" of American agriculture. pp. A5553-4
- Extension of remarks of Rep. Pelly stating that "speaking of our agricultural situation, I must deplore, as I have during the past session of Congress, that no legislation has been passed to reduce the inexcusable costs of farm subsidies or to end Federal controls." pp. A5554-5
- Rep. Quie inserted an article, "Nixon on Agriculture." p. A5624
37. ELECTRIFICATION. Extension of remarks of Rep. Porter criticizing private power company propaganda advertising as being "false and deliberately misleading." pp. A5565-6
38. IMPORTS. Extension of remarks of Rep. Gathings criticizing action by the Tariff Commission in holding that imports of cotton were not "materially interfering" with this Department's program and inserting an article on this subject. pp. A5571-2
- Extension of remarks of Rep. Shipley expressing concern over the effects of imports on the textile industry. pp. A5614-5

Extension of remarks of Sen. Randolph critical of certain "severe restrictions" imposed by some European countries upon American commodities, with special reference to American deciduous fruits and insertion of a statement of the U. S. National Fruit Export Council and the apple and pear industry. pp. A5580-1

39. FOREIGN RELIEF. Extension of remarks of Sen. Keating urging establishment of the Great White Fleet as a step forward toward world peace and inserting an address on this subject. pp. A5573-4
40. WATER RESOURCES. Sen. Mundt inserted a price winning essay: "Water -- Key to Our Survival." pp. A5581-2
41. FUTURES TRADING; ONIONS. Extension of remarks of Rep. Anfuso stating that "I think we made a mistake when we killed futures trading in onions," and "that there is no equity in singling out futures trading in onions for death, while leaving futures trading in potatoes and in many other commodities untouched." pp. A5591-2
42. PESTICIDES. Rep. Auchincloss inserted a N. J. Dept. of Agriculture letter opposing proposed legislation which would require consultation with Fish and Wildlife Service before a State could use pesticides or other chemicals for mass biological controls. p. A5608
43. FOREIGN AID. Rep. Reuss inserted two articles expressing public interest in the proposed establishment of a Point-4 Youth Corps. pp. A5615-6

#### BILLS INTRODUCED

44. LANDS. S. 3759, by Sen. Hill (introduced June 27, 1960), authorizing the Secretary of Agriculture to convey certain lands to Auburn University, Auburn, Ala; to Agriculture and Forestry Committee.  
S. 3762, by Sen. Murray (by request)(introduced June 27, 1960), to provide for the withdrawal of certain public lands 40 miles east of Fairbanks, Alaska, for use by the Department of the Army as a Nike range; to Interior and Insular Affairs Committee.
45. EDUCATION; EMPLOYMENT. S. 3760, by Sen. Randolph (introduced June 27, 1960), to amend the Vocational Education Act of 1946 in order to assist the States in providing training and retraining for the unemployed and underemployed; to Labor and Public Welfare Committee. Remarks of author. pp. 13354-5
46. RADIO SPECTRUM. S. J. Res. 211, by Sen. Hartke (introduced June 27, 1960), to establish a Commission to study and report on the organization of the Federal Communications Commission and the manner in which the electromagnetic spectrum is allocated in the agencies and instrumentalities of the Federal Government; to Interstate and Foreign Commerce Committee. Remarks of author. pp. 13355-6
47. PERSONNEL. H. R. 12850, by Rep. Rees, Kans., to adjust the rates of compensation of employees in the Postal field service, to establish a temporary Commission on Federal Civilian Employees Compensation Policy; to Post Office and Civil Service Committee. Remarks of author. pp. 13753-4  
H. R. 12859, by Rep. Wharton, to authorize the administrative adjustment, from time to time, of the rates of compensation of postal field service and classified employees on the basis of living costs; to Post Office and Civil Service Committee.



Johnston, S.C.	Monroney	Smathers
Keating	Morse	Sparkman
Kerr	Moss	Stennis
Long, Hawaii	Murray	Symington
Long, La.	Pastore	Talmadge
Lusk	Randolph	Williams, N.J.
McClellan	Russell	Yarborough
McGee	Schaeppel	

## NOT VOTING—14

Bush	Gruening	Mansfield
Capehart	Hayden	Martin
Clark	Hennings	O'Mahoney
Dirksen	Kefauver	Young, N. Dak.
Gore	Kennedy	

So Mr. WILEY's amendment, as modified, was agreed to.

Mr. WILEY. Mr. President, I move to reconsider the vote by which the amendment was agreed to.

Mr. BUTLER. Mr. President, I move to lay on the table the motion to reconsider.

The motion to lay on the table was agreed to.

Mr. WILEY. Mr. President, I call up the second amendment which I offered and ask that it be stated.

The PRESIDING OFFICER. The clerk will state the amendment.

The LEGISLATIVE CLERK. On page 5, line 4, it is proposed to strike out all down to and including line 8 on page 11.

The PRESIDING OFFICER. How much time does the Senator from Wisconsin yield to himself?

Mr. WILEY. I will yield back my time with this brief explanation—

Mr. CASE of South Dakota. Mr. President, will some Senator explain the amendment?

Mr. CARROLL. Mr. President, will the Senator yield?

The PRESIDING OFFICER. The Senator from Wisconsin has the floor. Does he yield to the Senator from Colorado?

Mr. WILEY. I called up my amendment, by which it is proposed to strike out a certain section of the proposed legislation. I was asked to explain it.

The PRESIDING OFFICER. How much time does the Senator yield to himself?

Mr. WILEY. I yield to the Senator from Colorado. I understand he wishes to make a motion.

Mr. CARROLL. Mr. President, the hour is late. The deed has been done. I move to recommit the bill to the Senate Judiciary Committee without instructions. I ask for the yeas and nays.

The PRESIDING OFFICER. The Chair will state that the Senator from Wisconsin [Mr. WILEY] is entitled to use his time on the amendment if he so desires. Until the time is either used or yielded back, the motion will not be in order. Does the Senator from Wisconsin desire to yield back his remaining time?

Mr. WILEY. Mr. President, to clarify the situation, I asked for consideration of my second amendment. I understand that the distinguished Senator from Colorado [Mr. CARROLL] has moved to recommit the bill.

The PRESIDING OFFICER. The amendment of the Senator from Wisconsin has been stated. The Senator from Wisconsin now has time on his amendment if he desires to use it. The motion to recommit is not in order until the time has either been used or yielded back.

Mr. BENNETT. Mr. President, a parliamentary inquiry.

The PRESIDING OFFICER. The Senator will state it.

Mr. BENNETT. Under the rules, can the Senator from Wisconsin ask unanimous consent that the action on the amendment which he has called up be temporarily set aside pending consideration of the motion of the Senator from Colorado?

The PRESIDING OFFICER. The Senator may either ask for unanimous consent to set aside consideration or withdraw his amendment.

Mr. HUMPHREY. Mr. President, a parliamentary inquiry.

The PRESIDING OFFICER. The Senator will state it.

Mr. HUMPHREY. Has the amendment been stated?

The PRESIDING OFFICER. The amendment has been stated.

Mr. HUMPHREY. The Senator from Minnesota asks that it be stated again.

The PRESIDING OFFICER. The request of the Senator from Minnesota is not a proper parliamentary inquiry.

Mr. CASE of South Dakota. Mr. President, will the Senator from Wisconsin yield for a question?

The PRESIDING OFFICER. The Chair will have the amendment restated for the information of the Senate.

The LEGISLATIVE CLERK. It is proposed to strike out commencing on page 5, line 4, all down to and including page 11, line 8.

Mr. CASE of South Dakota. Mr. President, will the Senator from Wisconsin yield for a question?

Mr. WILEY. I yield.

Mr. CASE of South Dakota. During the discussion on the previous amendment the Senator from South Dakota understood the Senator from Nebraska [Mr. HRUSKA] to state that the second amendment would strike out the first part of title II, but would not impair sections 205, 206, 207, and 208. Does the Senator from South Dakota understand that the amendment is to strike out all of title II?

Mr. WILEY. That was my amendment, but I understood that the Senator from Nebraska [Mr. HRUSKA] wished to retain sections 206 and 207. Am I correct in my understanding?

Mr. President, I withdraw my objection.

The PRESIDING OFFICER. The bill is open to further amendment.

Mr. CARROLL. Mr. President, is it in order for me to make a motion to recommit?

The PRESIDING OFFICER. The Senator may make such a motion.

Mr. CARROLL. I move that the Senate recommit the bill to the Committee on the Judiciary without instructions. I ask for the yeas and nays.

The yeas and nays were ordered.

Mr. CARROLL. I yield 2 minutes to the Senator from New York.

Mr. JAVITS. Mr. President, I wish to read into the Record a telegram which I received from a personality in the baseball world who is well known to all Americans, certainly to all my colleagues. He is Jackie Robinson, who made a great career in baseball and a

great impression upon the American people. The telegram reads as follows:

NEW YORK, N.Y., June 27, 1960.

Senator JACOB K. JAVITS,  
Senate Office Building,  
Washington, D.C.:

Passage of all-sports bill S. 3493 into law without amendment will open many avenues of needed opportunity for players everywhere. Adding word baseball to title I and striking title II will be disastrous by legalizing permanent extension of airtight monopoly now enjoyed by existing major leagues and will forever close off expansion of baseball in America. Because of the control by the majors, it must be obvious why you have not heard from the players. Strongly urge your unqualified support of S. 3483 by voice and vote so that baseball can be truly the national pastime.

JACKIE ROBINSON.

Mr. President, I have received a similar telegram from the mayor of New York, Hon. Robert F. Wagner.

Mr. CARROLL. Mr. President, after months of consideration the committee could not agree to come forward with a majority report. Instead, we have before us six or seven individual views. I believe the bill should be sent back to committee, so that the committee may study the bill further.

I yield back the remainder of my time.

The PRESIDING OFFICER. All time for debate has been yielded back.

The question is on agreeing to the motion of the Senator from Colorado to recommit the bill without instructions. The yeas and nays have been ordered, and the clerk will call the roll.

The legislative clerk called the roll.

Mr. JOHNSON of Texas. I announce that the Senator from Tennessee [Mr. GORE], the Senator from Alaska [Mr. GRUENING], the Senator from Montana [Mr. MANSFIELD], and the Senator from Florida [Mr. SMATHERS] are absent on official business.

I further announce that the Senator from Tennessee [Mr. KEFAUVER], the Senator from Massachusetts [Mr. KENNEDY], and the Senator from Wyoming [Mr. O'MAHONEY] are necessarily absent.

I also announce that the Senator from Missouri [Mr. HENNINGS] is absent because of illness.

I further announce that if present and voting, the Senator from Missouri [Mr. HENNINGS], the Senator from Tennessee [Mr. KEFAUVER], the Senator from Massachusetts [Mr. KENNEDY], the Senator from Montana [Mr. MANSFIELD], the Senator from Wyoming [Mr. O'MAHONEY], and the Senator from Florida [Mr. SMATHERS] would each vote "yea."

Mr. KUCHEL. I announce that the Senator from Iowa [Mr. MARTIN] is absent by leave of the Senate on official business.

The Senator from New Hampshire [Mr. BRIDGES], the Senator from Connecticut [Mr. BUSH], the Senator from Indiana [Mr. CAPEHART], the Senator from Illinois [Mr. DIRKSEN], the Senator from Hawaii [Mr. FONG], and the Senator from North Dakota [Mr. YOUNG] are detained on official business.

If present and voting, the Senator from New Hampshire [Mr. BRIDGES] and the Senator from Connecticut [Mr. BUSH] would each vote "yea."



The result was announced—yeas 73, nays 12, not voting 15, as follows:

[No. 262]

YEAS—73

Aiken	Frear	Monroney
Allott	Fulbright	Morse
Anderson	Green	Moss
Beall	Hartke	Murray
Bennett	Hayden	Pastore
Bible	Hickenlooper	Prouty
Brunsdale	Hill	Randolph
Byrd, Va.	Holland	Robertson
Byrd, W. Va.	Hruska	Russell
Cannon	Humphrey	Saltonstall
Carlson	Jackson	Schoeppel
Carroll	Javits	Scott
Case, N.J.	Johnson, Tex.	Smith
Chavez	Johnston, S.C.	Sparkman
Church	Jordan	Stennis
Clark	Keating	Symington
Cooper	Kerr	Talmadge
Cotton	Kuchel	Thurmond
Curtis	Lausche	Wiley
Dodd	Long, Hawaii	Williams, N.J.
Dworshak	Long, La.	Williams, Del.
Eastland	Lusk	Yarborough
Ellender	McClellan	Young, Ohio
Engle	McGee	
Ervin	Magnuson	

NAYS—12

Bartlett	Goldwater	Morton
Butler	Hart	Mundt
Case, S. Dak.	McCarthy	Muskie
Douglas	McNamara	Proxmire

NOT VOTING—15

Bridges	Gore	Mansfield
Bush	Gruening	Martin
Capehart	Hennings	O'Mahoney
Dirksen	Kefauver	Smathers
Fong	Kennedy	Young, N. Dak.

So Mr. CARROLL's motion to recommit was agreed to.

#### MESSAGE FROM THE HOUSE

A message from the House of Representatives, by Mr. Bartlett, one of its reading clerks, announced that the House had passed a bill (H.R. 12465) to provide for a simpler method of determining assessments under the Federal Deposit Insurance Act, and for other purposes, in which it requested the concurrence of the Senate.

#### ENROLLED BILLS SIGNED

The message also announced that the Speaker had affixed his signature to the following enrolled bills, and they were signed by the Acting President pro tempore:

H.R. 1844. An act to amend the Life Insurance Act of the District of Columbia approved June 19, 1934, as amended by the acts of July 2, 1940, and July 12, 1950.

H.R. 4786. An act declaring certain lands to be held in trust for the Cheyenne River Sioux Tribe of Indians of South Dakota;

H.R. 5888. An act to authorize the Secretary of the Navy to transfer to the Massachusetts Port Authority, an instrumentality of the Commonwealth of Massachusetts, certain lands and improvements thereon comprising a portion of the so-called E Street Annex, South Boston Annex, Boston Naval Shipyard, in South Boston, Mass., in exchange for certain other lands;

H.R. 7966. An act to amend section 601 of title 38, United States Code, to provide for the furnishing of needed services of optometrists to veterans having service-connected eye conditions;

H.R. 8315. An act to authorize the Secretary of the Army to lease a portion of Fort Crowder, Mo., to Stella Reorganized Schools R-1, Missouri;

H.R. 10108. An act to authorize reimbursement of certain Veterans' Administration

beneficiaries and their attendants for ferry fares, and bridge, road, and tunnel tolls;

H.R. 10644. An act to amend title V of the Merchant Marine Act, 1936, in order to change the limitation of the construction differential subsidy under such title, and for other purposes;

H.R. 10695. An act to provide for rotation in oversea assignments of civilian employees under the Defense Establishment having career-conditional and career appointments in the competitive civil service, and for other purposes;

H.R. 11646. An act to amend the act authorizing the Secretary of Agriculture to collect and publish statistics of the grade and staple length of cotton, as amended, by defining certain offenses in connection with the sampling of cotton for classification and providing a penalty provision, and for other purposes;

H.R. 12263. An act to authorize the conclusion of an agreement for the joint construction by the United States and Mexico of a major international storage dam on the Rio Grande in accordance with the provisions of the treaty of February 3, 1944, with Mexico, and for other purposes;

H.R. 12381. An act to increase for a 1-year period the public debt limit set forth in section 21 of the Second Liberty Bond Act and to extend for 1 year the existing corporate normal-tax rate and certain excise-tax rates, and for other purposes; and

H.R. 12415. An act to amend section 6387(b) of title 10, United States Code, relating to the definition of total commissioned service of certain officers of the naval service.

#### HOUSE BILL REFERRED

The bill (H.R. 12465) to provide for a simpler method of determining assessments under the Federal Deposit Insurance Act, and for other purposes, was read twice by its title and referred to the Committee on Banking and Currency.

#### ORDER OF BUSINESS

Mr. JOHNSON of Texas. Mr. President, I announce that it is not expected that there will be any more yeas-and-nays votes this evening. While there is some business to be transacted, it is not expected to be controversial.

#### ARKANSAS POST NATIONAL MEMORIAL, ARKANSAS

Mr. JOHNSON of Texas. Mr. President, I move that the Senate proceed to the consideration of Calendar No. 1816, H.R. 6108.

The PRESIDING OFFICER. The bill will be stated by title.

The LEGISLATIVE CLERK. A bill (H.R. 6108) to provide for the establishment of the Arkansas Post National Memorial, in the State of Arkansas.

The PRESIDING OFFICER. The question is on agreeing to the motion of the Senator from Texas.

The motion was agreed to; and the Senate proceeded to consider the bill.

Mr. JOHNSON of Texas. Mr. President, the purpose of H.R. 6108, as amended, is to provide for the establishment of the Arkansas Post National Memorial to be located on and near the site of the present Arkansas Post State Park.

The memorial will commemorate a series of events important in American

history which took place on the proposed site or in fairly close proximity to it. This is the area in which the first settlement of somewhat permanent character in the Mississippi Valley was established in 1686 as a fur trading post by Henry de Tonty, a lieutenant of La Salle's. It was involved in the "Mississippi Scheme" or "Mississippi Bubble" of the Scotch promoter, John Law. A military garrison was maintained here continuously for many decades beginning in the 1730's, and it was an important Indian trading center before and after the Louisiana Purchase in 1804. From 1819 to 1821 it was the capital of the Arkansas Territory. In 1863, it was captured by Federal troops under Maj. Gen. John A. McClernand and remained under the control of the United States during the remainder of the Civil War.

The PRESIDING OFFICER. The bill is open to amendment. If there be no amendment to be proposed, the question is on the third reading of the bill.

The bill was ordered to a third reading, read the third time, and passed.

Mr. JOHNSON of Texas. Mr. President, I move that the Senate reconsider the vote by which the bill was passed.

Mr. HOLLAND. I move to lay that motion on the table.

The motion to lay on the table was agreed to.

#### AUTHORIZATION OF APPROPRIATIONS FOR THE CONSTRUCTION OF CERTAIN HIGHWAYS

Mr. JOHNSON of Texas. Mr. President, I move that the Senate proceed to the consideration of Calendar No. 1795, H.R. 10495, a bill to authorize appropriations for the construction of certain highways.

The PRESIDING OFFICER. The bill will be stated by title.

The LEGISLATIVE CLERK. A bill (H.R. 10495) to authorize appropriations for the fiscal years 1962 and 1963 for the construction of certain highways in accordance with title 23 of the United States Code, and for other purposes.

The PRESIDING OFFICER. The question is on agreeing to the motion of the Senator from Texas.

The motion was agreed to; and the Senate proceeded to consider the bill, which had been reported from the Committee on Public Works with amendments.

#### ORDER FOR ADJOURNMENT UNTIL 11 A.M. TOMORROW

Mr. JOHNSON of Texas. Mr. President, I ask unanimous consent that when the Senate concludes its business today, it adjourn until 11 o'clock tomorrow morning.

The PRESIDING OFFICER. Without objection, it is so ordered.

#### ONE ROAD TOWARD WORLD PEACE KHRUSHCHEV COULD NOT BLOCK

Mr. HUMPHREY. Mr. President, the Denver Post, in a recent editorial urging Senate action on my proposal, Senate Resolution 94, explained in clear, commonsense terms the need for the repeal







# Digest of CONGRESSIONAL PROCEEDINGS

## OF INTEREST TO THE DEPARTMENT OF AGRICULTURE

OFFICE OF  
BUDGET AND FINANCE

(For Department  
Staff Only)

Issued June 30, 1960  
For actions of June 29, 1960  
86th-2d, No. 121

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HIGHLIGHTS: House Rules Committee cleared sugar bill. House passed bill to extend Mexican farm labor program. Rep. Cannon urged enactment of farm bill. Rep. Cooley summarized provisions of sugar bill. Senate passed road authorization bill, including forest roads. Senate committee reported nomination of Carl J. Stephens to be USDA General Counsel. Senate received supplemental appropriation estimate for poultry inspection. Senate committee reported State-Justice appropriation bill. House received conference report on general Government matters appropriation bill.

### SENATE

1. ROADS; FORESTRY. By a vote of 80 to 0, passed with amendments H. R. 10495, the highway authorization bill, which authorizes \$33,000,000 for forest highways for each of the fiscal years 1962 and 1963, and \$35,000,000 and \$40,000,000 for the fiscal years 1962 and 1963, respectively, for forest development roads and trails (pp. 13858-75). Agreed to an amendment by Sen. Russell to authorize an additional \$500,000 for construction of road on forest land in Ga. (pp. 13863-4). Conferees were appointed (p. 13875). The report of the Public Works Committee on this bill includes the following statements:

"The committee has approved an increase in the annual authorization for forest development roads and trails as proposed in H. R. 10495. This will measurably advance the program for the national forests. It considered but did not adopt an amendment which would establish authority for the Forest Service in the Department of Agriculture to develop a complete system of forest roads. Action was deferred in order that the committee may continue to explore this subject. \*\*\*

"The committee will conduct further studies, and, among other questions, will consider the request of the Secretary of Agriculture to condition the right to cross national forest lands by private parties upon receiving from these private parties necessary rights to move national forest products across their lands. It will also review the adequacy of present law as it relates to the construction and maintenance of forest roads by timber purchasers, including the request of the Secretary of Agriculture for a system of fees and deposits in lieu of requiring that purchasers and users perform maintenance work. Public notice of hearings will be given so that interested parties may present testimony. These studies will be coordinated with other Senate committees. The committee also recommends that the Department of Agriculture continue, as in the recent past, to present to the Committee on Appropriations for the fiscal years 1962 and 1963 requests for such additional funds as may be needed to purchase or condemn roads. Their requests should include a history of past negotiations, their results, and the losses in revenues and other values caused by inability to apply the principles of multiple use and sustained yield to these national forest areas. Condemnation of rights-of-way for roads should be vigorously utilized."

2. ACREAGE ALLOTMENTS; GREAT PLAINS. The Agriculture and Forestry Committee reported without amendment S. 3533, to provide that the protection of cropland acreage and of diverted acreage used in determining acreage allotments and marketing quotas, that is provided by law under the Great Plains Conservation Program during the life of the contract, would be extended after termination of the contract for an additional period equal to the period of the contract (S. Rept. 1773). p. 13774
3. LANDS. The Agriculture and Forestry Committee reported S. 3247, with amendment to authorize the sale of a tract of forest land to the city of Keosauqua, Iowa (S. Rept. 1769), and S. 3759, with amendment, to authorize an exchange of lands between ARS and Auburn University, Ala. (S. Rept. 1772). p. 13774
4. SURPLUS COMMODITIES. The Agriculture and Forestry Committee reported with amendment S. 3146, to authorize CCC to donate dairy products and other agricultural commodities for use in home economics courses (S. Rept. 1771). p. 13774
5. NOMINATIONS. The Agriculture and Forestry Committee reported the nomination of Carl J. Stephens to be General Counsel of this Department. p. 13774
6. PUBLIC WORKS APPROPRIATION BILL, 1961. The Appropriations Committee reported with amendment this bill, H. R. 12326 (S. Rept. 1768). p. 13774
7. APPROPRIATIONS. Received from the President a supplemental estimate for the fiscal year 1961 (S. Doc. 111); to Appropriations Committee (p. 13774). This document includes \$1,350,000 for the Agricultural Marketing Service to permit inspection of poultry-food products in processing plants during fiscal year 1961.



their country during the period of the military draft.

Third. It will help develop the brain-power of our Nation—our most neglected national asset—by producing many of the additional doctors, teachers, scientists, engineers and others whose services are critically needed. The original GI bill educated 180,000 doctors, nurses, and medical technicians; 113,000 physical and research scientists; 450,000 engineers; and 230,000 school teachers.

Fourth. It will be a sound, self-liquidating investment, for such training will so greatly raise veterans' earning power that their increased income taxes will more than pay the costs of the program within a few years.

Fifth. It will equip the breadwinners of over 2 million American families to provide a better living and to become more productive and useful citizens.

Extending educational and other readjustment benefits to cold war veterans is an act of justice and a sound investment in the future of America.

Mr. President, I have taken this matter up with leaders in the House, and I have been advised that on the objection of even one Member of the House the bill would have to go to the Rules Committee. We know what has happened to so much essential proposed legislation that has been referred to the Rules Committee in the House. We know that the chairman of the Veterans' Affairs Committee has told groups that he will send the bill to the Rules Committee. I have checked with experienced Members of the House on the probable course of the bill in that committee. In order not to jeopardize the House bill, I shall accept the amendment of the distinguished Senator from Michigan, so as not to jeopardize this very meritorious bill for payments to State veterans' homes, but I accept it with the hope that the members of the House Veterans' Affairs Committee can be jarred loose from the cold war GI bill, and that Congress will have an opportunity after our return August 8, and before adjournment, to vote on the GI cold war bill.

Mr. HART. I ask unanimous consent to insert in the RECORD at this point some of the many requests that were sent to me by spokesmen of Michigan and national veterans' groups that the Senator from Texas and I do exactly what we propose to do.

There being no objection, the telegrams were ordered to be printed in the RECORD, as follows:

BAYPORT, MICH., June 20, 1960.

U.S. SENATOR PHILIP A. HART,  
Senate Office Building,  
Washington, D.C.:

Favorable to vote H.R. 10596 and S. 1138; however, urge you to move on Senate floor to separate the two bills so as not to defeat H.R. 10596.

BERNICE C. McLEISH,  
Vice chairman, American Legion Na-  
tional Legislative Commission.

DETROIT, MICH., June 20, 1960.

Senator PHILIP HART,  
Senate Office Building,  
Washington, D.C.:

Urge your acceptance of House bill 10596 which would increase Federal matching fund for veterans and soldiers homes but feel that Senate bill No. 1138 should not be attached. We are not opposed to provisions of Senate bill 1138 but are very concerned with the passage of House bill 10596 in order that we can better aid our older veterans in homes such as a Michigan veterans' facility, Grand Rapids.

ANDREW J. SKENDER,  
Department Commander, AMVETS.

DETROIT, MICH., June 22, 1960.

Hon. PHILIP HART,  
Senate Office Building,  
Washington, D.C.:

Please exert every means to separate H.R. 10596 from S. 1138 and press for the subsequent passage of H.R. 10596 substantially benefiting Michigan.

DOUGLAS H. MCGARRITY,  
Commander, Disabled American Veterans.

WASHINGTON, D.C., June 24, 1960.

Senator PHILIP A. HART,  
Senate Office Building,  
Washington, D.C.:

Our national organization with active departments in 47 States earnestly solicits your support of an amendment to H.R. 10596 to remove the educational provisions which are endangering the passage of this needed legislation.

Respectfully,

F. B. TAYLOR,  
Executive Secretary, National Execu-  
tive Legislative Committee, Veterans  
of World War I of the U.S.A., Inc.

WASHINGTON, D.C., June 24, 1960.

Hon. PHILIP A. HART,  
U.S. Senate,  
Washington, D.C.:

Urge your support of amendment that will be offered to eliminate section 2 of H.R. 10596. Section 2, as now contained in the bill, endangers acceptance of program aiding State soldiers' homes. Since peacetime veterans education bill has previously passed Senate and is now under study by the House Veterans' Affairs Committee staff (and is not germane to the soldiers' home proposal), it appears that further action by Senate is inappropriate.

MILES D. KENNEDY,  
Legislative Director,  
the American Legion.

WASHINGTON, D.C., June 24, 1960.

Senator PHILIP A. HART,  
Senate Office Building,  
Washington, D.C.:

The Veterans of Foreign Wars of the United States strongly endorses both increased Federal aid to State homes for support of disabled veterans and education and training benefits for veterans who have served in Armed Forces since end of Korean conflict as contained in H.R. 10596. It is noted Senate has already approved education and training benefits for post-Korean conflict veterans when it approved S. 1138. If it develops that H.R. 10596 in its present form will endanger passage of either of these proposals, the V.F.W. urges your assistance and support of floor action to separate these

two proposals and consider each on its own merits, both of which have overwhelming approval of the V.F.W.

FRANCIS W. STOVER,  
Director, National Legislative Service,  
Veterans of Foreign Wars of the United  
States.

Mr. YARBOROUGH. I have talked to some of these veterans' groups, particularly the VFW, which in its great national convention in Los Angeles in August of last year unanimously endorsed the GI bill. It is only because of the situation in the House that we have agreed with the veterans' organizations, and to the suggestion of the distinguished Senator from Michigan and accept the amendment that has been tendered. In so accepting the amendment and in deleting the cold war bill as an amendment on the State veterans' home bill, we are in no wise withdrawing from the fight on the cold war GI bill, but will press it even harder.

The PRESIDING OFFICER. The question is on the engrossment of the amendment and the third reading of the bill.

The amendment was ordered to be engrossed and the bill to be read a third time.

The bill was read the third time and passed.

The title was amended, so as to read: "An act to amend section 200 of the Soldiers' and Sailors' Civil Relief Act of 1940 to permit the establishment of certain facts by a declaration under penalty of perjury in lieu of an affidavit, and for other purposes."

Mr. YARBOROUGH. Mr. President, I move that the Senate reconsider the vote by which the bill was passed.

Mr. JOHNSON of Texas. Mr. President, I move to lay that motion on the table.

The motion to lay on the table was agreed to.

Mr. YARBOROUGH. Mr. President, I move that Order No. 1707, S. 3274, to permit certain veterans pursuing courses of vocational rehabilitation training to continue in pursuit thereof for such period as may be necessary to complete such courses, be indefinitely postponed.

The PRESIDING OFFICER. Without objection, it is so ordered.

#### ERROR IN NEWSPAPER REPORTING OF EVENTS IN NORTH DAKOTA

Mr. CASE of South Dakota. Mr. President, during most of the time I have been in what is called public life I have been constantly embarrassed by the fact that when news occurs which pertains to South Dakota it has frequently been attributed to North Dakota. However, today, when North Dakota is very much in the news, I am amused by a man-bites-dog news story carried in the Washington Post of today in 36 point type across 3 columns, in 2 lines, stating:



"Davis Holds Slim Lead in South Dakota Race."

Since this is a rather historic recognition of the fact that South Dakota has arrived at the consciousness of headline writers, I thought it should be preserved for posterity.

Mr. KEATING. The distinguished Senator from South Dakota refers to a story in today's Washington Post. When I picked up the Washington Post this morning I read to my great joy that one of my bills was passed last evening. However, on the editorial page of the Post there appeared an editorial blasting the bill and my part in it. The editorial said that the bill had been considered hastily in the Senate. This must have been a phantom of the imagination on the part of the editorial writer since the bill was not debated at all in the Senate. I thought I would call that to the attention of the Senator. I would have been delighted if the account of the passage of my rather modest wiretap bill had been more accurate.

Mr. CASE of South Dakota. My reference was a little facetious because it gives us a little balm for some past wounds, that North Dakota should now be referred to as South Dakota, and this will be heralded with little glee in South Dakota.

Mr. KEATING. The Senator's facetiousness is exceeded only by my own.

#### FEDERAL HIGHWAY ACT OF 1960

Mr. CHAVEZ. Mr. President, I ask that the Senate proceed to the consideration of House bill 10495, to authorize appropriations for the fiscal years 1962 and 1963 for the construction of highways in accordance with title 23 of the United States Code.

This bill, Mr. President, has been under consideration for some time in the Public Works Committee.

The chairman of the subcommittee which handles public highway legislation is the Senator from Michigan [Mr. McNAMARA]. A lot of work was devoted to the bill by the chairman of the subcommittee and by the subcommittee itself. In addition, work was done by the full committee at the time it was being prepared prior to being reported. Hence, I yield the rest of my time to the Senator from Michigan [Mr. McNAMARA].

Mr. CASE of South Dakota. Mr. President, I wonder if the Senator will yield at this time in order that we might ask for the yeas and nays.

Mr. KERR. Does the Senator think there are enough Republicans here to have the yeas and nays ordered?

Mr. CASE of South Dakota. I need to give some warning to them.

The PRESIDING OFFICER. The Parliamentarian advises that the bill has not yet been laid before the Senate.

The bill will be stated by title for the information of the Senate.

The LEGISLATIVE CLERK. A bill (H.R. 10495) to authorize appropriations for the fiscal years 1962 and 1963 for the construction of certain highways in accordance with title 23 of the United States Code, and for other purposes.

The PRESIDING OFFICER. Is there objection to the present consideration of the bill?

There being no objection, the Senate proceeded to consider the bill.

Mr. KERR. Mr. President, I ask for the yeas and nays. The yeas and nays were ordered.

Mr. CHAVEZ. Mr. President, I ask unanimous consent that the pending business be temporarily laid aside and that the Senate proceed to the consideration of H.R. 10495.

The PRESIDING OFFICER. Is there objection? The Chair hears none, and it is so ordered.

Mr. McNAMARA. Mr. President, H.R. 10495 continues the regular Federal-aid highway program for the A-B-C systems for an additional 2-year period, fiscal years 1962 and 1963, under the same basic pattern that has been followed for a number of years. It also includes authorizations for roads on Federal lands and reservations for the same 2-year period.

Authorization of funds for fiscal years 1962 and 1963 for the Federal-aid primary and secondary highway systems and their extensions within urban areas is necessary at this time to permit consideration of Federal appropriations at the next session of Congress, and to permit States to prepare their programs and make the necessary financial arrangements for matching the Federal funds.

In addition to authorization of \$925 million for the regular Federal-aid highway systems for each of fiscal years 1962 and 1963, the bill includes an additional authorization of \$100 million for each of those fiscal years for expenditure on the A-B-C systems, primarily for use in labor surplus and depressed areas. These additional funds would be used in the same manner as the so-called D-funds authorized in the Federal-Aid Highway Act of 1958. These funds would be apportioned to the States under the same formulas as for the regular A-B-C funds, and could be used by the States on either of the three systems, on a two-thirds Federal one-third State matching basis. The funds would be used within the fiscal year for which authorized.

The funds authorized for the various categories of highway in H.R. 10495 are as follows:

A-B-C highways, \$925 million for each of fiscal years 1962 and 1963.

Additional D-funds for the A-B-C highways, \$100 million for each of fiscal years 1962 and 1963.

Forest highways, \$33 million for each of fiscal years 1962 and 1963.

Forest development roads and trails, \$35 million for fiscal year 1962 and \$40 million for fiscal year 1963.

Park roads and trails, \$18 million for each of fiscal years 1962 and 1963.

Parkways, \$16 million for each of fiscal years 1962 and 1963.

Roads on Indian reservations, \$12 million for each of fiscal years 1962 and 1963.

Public lands highways, \$3 million for each of fiscal years 1962 and 1963.

As reported by the committee, H.R. 10495 amends the sliding scale for Federal participation in public land States, to include both reserve and unreserved public domain lands and nontaxable Indian lands, individual and tribal, exclusive of national forests and national parks and monuments, instead of only unappropriated and unreserved public lands and nontaxable Indian lands.

The bill also authorizes an increase in the mileage of the designated National System of Interstate and Defense Highways by 300 miles, from 41,000 to 41,300 miles, with the estimated cost of the additional 300 miles to be included in the estimates of cost of completing the Interstate System. This increase in mileage is added to permit designations on the interstate in the new States of Alaska and Hawaii.

The bill also includes additional minor amendments and certain technical and clarifying amendments.

I ask unanimous consent to have included in the Record following my remarks the tables of apportionment to the States shown on pages 4 and 5 of the committee report on the bill.

The PRESIDING OFFICER. Without objection, it is so ordered.

(See exhibit 1.)

Mr. McNAMARA. Mr. President, these apportionments are approximate and may be subject to change necessitated by new population figures.

Mr. President, the primary and secondary highways, and their extensions within urban areas, are the most important roads in our Nation in the development of our economy. These roads comprise almost 800,000 miles and extend into every county in the United States. They now carry about 48 percent of all the highway traffic in the Nation, and this is expected to practically double in the next 10 years. In addition to being our farm-to-market and rural roads, they have an important function as feeder roads for the Interstate System.

H.R. 10495 continues and carries forward important highway programs over the entire country, in our national forests, our national parks, and on the public domain. These highways are important to our economy, the development of our Nation, and accommodating the vehicle traffic needs of our citizens.



Approximate apportionment of \$925,000,000 of Federal-aid primary, secondary, and urban highway funds for fiscal years 1962 and 1963, pursuant to H.R. 10495

## EXHIBIT I

[Millions of dollars]

State	Apportionment				State	Apportionment			
	Primary	Secondary	Urban	Total		Primary	Secondary	Urban	Total
Total.....	416.3	277.5	231.2	925.0	Montana.....	7.7	5.3	.5	13.5
Alabama.....	8.4	6.5	3.0	17.9	Nebraska.....	7.6	5.4	1.3	14.3
Alaska.....	22.1	14.8	.1	37.0	Nevada.....	4.6	3.1	.2	7.9
Arizona.....	6.0	4.0	.9	10.9	New Hampshire.....	2.1	1.4	.6	4.1
Arkansas.....	6.4	5.2	1.3	12.9	New Jersey.....	5.5	1.9	10.1	17.5
California.....	19.0	9.8	20.5	49.3	New Mexico.....	6.5	4.5	.8	11.8
Colorado.....	7.4	5.0	1.9	14.3	New York.....	19.3	7.6	30.8	57.7
Connecticut.....	2.7	1.4	4.5	8.6	North Carolina.....	9.9	8.6	3.0	21.5
Delaware.....	2.1	1.4	.4	3.9	North Dakota.....	5.4	3.9	.4	9.7
Florida.....	6.5	4.2	4.1	14.8	Ohio.....	14.1	8.5	13.3	35.9
Georgia.....	9.7	7.5	3.4	20.6	Oklahoma.....	8.4	6.1	2.5	17.0
Hawaii.....	2.1	1.4	.7	4.2	Oregon.....	6.6	4.6	1.8	13.0
Idaho.....	4.7	3.3	.4	8.4	Pennsylvania.....	16.5	9.9	17.4	43.8
Illinois.....	15.5	8.4	16.1	40.0	Rhode Island.....	2.1	1.4	1.6	5.1
Indiana.....	9.6	6.6	5.5	21.7	South Carolina.....	5.5	4.5	1.6	11.6
Iowa.....	9.3	6.9	2.8	19.0	South Dakota.....	5.8	4.2	.4	10.4
Kansas.....	9.2	6.5	2.2	17.9	Tennessee.....	8.5	6.7	3.4	18.6
Kentucky.....	7.3	6.1	2.4	15.8	Texas.....	25.0	16.7	11.1	52.8
Louisiana.....	6.2	4.4	3.4	14.0	Utah.....	4.6	3.0	1.0	8.6
Maine.....	3.2	2.3	1.0	6.5	Vermont.....	2.1	1.4	.3	3.8
Maryland.....	3.7	2.3	3.9	9.9	Virginia.....	7.6	6.0	3.6	17.2
Massachusetts.....	5.3	2.0	9.6	16.9	Washington.....	6.5	4.4	3.5	14.4
Michigan.....	12.4	7.6	10.7	30.7	West Virginia.....	4.4	3.9	1.5	9.8
Minnesota.....	10.4	7.3	3.8	21.5	Wisconsin.....	9.3	6.5	4.5	20.3
Mississippi.....	6.9	5.9	1.3	14.1	Wyoming.....	5.0	3.3	.3	8.6
Missouri.....	11.1	7.5	5.7	24.3	District of Columbia.....	2.1	1.3	2.0	5.4
					Puerto Rico.....	2.2	2.3	1.9	6.4

Approximate apportionment of special \$100 million of Federal-aid primary, secondary, and urban highway funds for fiscal years 1962 and 1963 pursuant to H.R. 10495

[Thousands of dollars]

State	Primary (\$45,000)	Secondary (\$30,000)	Urban (\$25,000)	Total (\$100,000)	State	Primary (\$45,000)	Secondary (\$30,000)	Urban (\$25,000)	Total (\$100,000)
Alabama.....	916	716	329	1,961	Nebraska.....	825	588	147	1,560
Alaska.....	2,414	1,614	8	4,036	Nevada.....	508	340	19	867
Arizona.....	653	445	98	1,196	New Hampshire.....	225	150	74	449
Arkansas.....	700	569	141	1,410	New Jersey.....	603	206	1,101	1,910
California.....	2,079	1,066	2,235	5,380	New Mexico.....	716	492	83	1,291
Colorado.....	808	536	209	1,553	New York.....	2,110	833	3,361	6,304
Connecticut.....	295	150	487	932	North Carolina.....	1,086	936	323	2,345
Delaware.....	225	150	52	427	North Dakota.....	585	430	42	1,057
Florida.....	707	462	451	1,620	Ohio.....	1,537	931	1,455	3,923
Georgia.....	1,062	818	366	2,246	Oklahoma.....	922	663	275	1,860
Hawaii.....	225	150	85	460	Oregon.....	716	502	202	1,420
Idaho.....	508	359	48	915	Pennsylvania.....	1,804	1,074	1,904	4,782
Illinois.....	1,694	914	1,759	4,367	Rhode Island.....	225	150	180	555
Indiana.....	1,048	723	602	2,373	South Carolina.....	595	496	173	1,264
Iowa.....	1,021	753	299	2,073	South Dakota.....	632	456	49	1,137
Kansas.....	1,011	711	236	1,958	Tennessee.....	930	732	364	2,026
Kentucky.....	799	671	261	1,731	Texas.....	2,733	1,831	1,205	5,769
Louisiana.....	671	488	369	1,528	Utah.....	504	334	107	945
Maine.....	351	253	105	709	Vermont.....	225	150	39	414
Maryland.....	405	248	427	1,080	Virginia.....	834	652	392	1,878
Massachusetts.....	580	215	1,047	1,842	Washington.....	717	479	379	1,575
Michigan.....	1,356	823	1,170	3,349	West Virginia.....	478	420	164	1,062
Minnesota.....	1,133	802	409	2,344	Wisconsin.....	1,015	710	492	2,217
Mississippi.....	757	641	139	1,537	Wyoming.....	541	367	27	935
Missouri.....	1,215	824	619	2,658	District of Columbia.....	225	150	217	592
Montana.....	839	579	59	1,477	Puerto Rico.....	237	248	216	701

Mr. BARTLETT. Mr. President, will the Senator yield?

Mr. McNAMARA. I shall be happy to yield to my distinguished colleague.

If the Senator will withhold his request for a moment, Mr. President, I ask unanimous consent that the committee amendments be considered en bloc, and that the bill as thus amended be considered as new text for the purpose of amendment.

The PRESIDING OFFICER. Is there objection to the request? The Chair hears none, and the committee amendments are considered and agreed to en bloc, as requested.

The committee amendments agreed to en bloc are as follows:

On page 3, after line 6, to insert:

"ADDITIONAL AUTHORIZATION OF APPROPRIATION OF FEDERAL-AID PRIMARY, SECONDARY, AND URBAN FUNDS

"SEC. 3. (a) AMOUNT AND APPORTIONMENT.—For the purpose of carrying out the provisions of title 23 of the United States Code, there is hereby authorized to be appropriated out of the Highway Trust Fund the sum of \$100,000,000 for the fiscal year ending June 30, 1962, and the sum of \$100,000,000 for the fiscal year ending June 30, 1963, in addition to any other sums authorized for such fiscal years. The sum herein authorized for the fiscal year ending June

30, 1962, shall be apportioned: (A) 45 per centum for projects on the Federal-aid primary highway system, (B) 30 per centum for projects on the Federal-aid secondary highway system, and (C) 25 per centum for projects on extensions of these systems within urban areas, among the several States, immediately upon enactment of this Act, and the sum herein authorized for the fiscal year ending June 30, 1963, shall be apportioned on the same percentage basis, among the several States not later than August 1, 1961, in the manner now provided by law and in accordance with the formulas set forth in section 104(b) (1), (2), and (3) of title 23 of the United States Code.

"(b) AVAILABILITY FOR EXPENDITURE.—The amount authorized to be appropriated in



section 3(a) herein for the fiscal year ending June 30, 1962, shall be available for expenditure pursuant to contracts awarded or work commenced by the State highway departments prior to January 1, 1961, for completion of construction prior to January 1, 1962, and the amount authorized to be appropriated in section 3(a) herein for the fiscal year ending June 30, 1963, shall be available for expenditure pursuant to contracts awarded or work commenced by the State highway departments prior to January 1, 1962, for completion of construction prior to January 1, 1963, subject to delays caused by circumstances and conditions beyond the control of, and without the fault of any contractor on such contracts, and delays created by acts of God. Any amounts apportioned to a State under provisions of this section for the fiscal year ending June 30, 1962, remaining unexpended on January 1, 1961, shall lapse: *Provided*, That such funds shall be deemed to have been expended when covered by contracts awarded or work commenced prior to January 1, 1961, and on account of which formal agreements with the Secretary of Commerce are entered into prior to February 1, 1961, for specific projects. Any amounts apportioned to a State under provisions of this section for the fiscal year ending June 30, 1963, remaining unexpended on January 1, 1962, shall lapse: *Provided*, That such funds shall be deemed to have been expended when covered by contracts awarded or work commenced prior to January 1, 1962, and on account of which formal agreements with the Secretary of Commerce are entered into prior to February 1, 1962, for specific projects.

"(c) EXPENDITURE WITHOUT LIMITATION AS TO SYSTEMS.—The sums apportioned under this section shall be available for expenditure for projects on the primary or secondary Federal-aid systems, including extensions of these systems within urban areas, without limitation as to the amount of any class of funds, primary, secondary, or urban, apportioned for projects on any system.

"(d) FEDERAL SHARE.—The Federal share payable on account of any project provided for by funds made available under the provisions of this section shall not exceed 66⅔ per centum of the total cost thereof plus, in any State containing nontaxable Indian lands, individual and tribal, and public domain lands (both reserved and unreserved) exclusive of national forests and national parks and monuments, exceeding 5 per centum of the total area of all lands therein, a percentage of the remaining 33⅓ per centum of such cost equal to the percentage that the area of such lands in such State of its total area: *Provided*, That such Federal share payable on any project in any State shall not exceed 95 per centum of the total cost of such project.

"(e) CONTRACT AUTHORITY.—Approval by the Secretary of Commerce of any project, on account of which the Federal share is increased under the provisions of this section shall be deemed a contractual obligation of the Federal Government for the payment of such increase in the Federal share, and its expenditure shall be governed by the provisions of subsection (b) of this section.

"(f) DECLARATION OF INTENT.—It is hereby declared to be the intent of the Congress that the sums authorized under subsection (a) of this section shall be supplementary to, and not in lieu of, any other sum heretofore or herein authorized for expenditure on the Federal-aid primary or secondary systems, including extensions of these systems within urban areas, and is made available to enable and encourage the States to use such funds for the construction of highway projects in labor surplus areas, and on those projects of greater need."

On page 6, after line 22, to insert:

**"FEDERAL-AID PARTICIPATION IN PUBLIC LAND STATES**

"SEC. 4. That section 120(a) of title 23, United States Code is hereby amended by striking out 'Unappropriated and unreserved public lands and nontaxable Indian lands, individual and tribal' and inserting in lieu thereof 'nontaxable Indian lands, individual and tribal, and public domain lands (both reserved and unreserved) exclusive of national forests and national parks and monuments.'"

On page 7, after line 5, to insert:

"SEC. 5. The first sentence of section 103 (d) of title 23, United States Code, is hereby amended to read as follows:

"The Interstate System shall be designated within the United States and it shall not exceed forty-one thousand three hundred miles in total extent."

After line 10, to insert:

**"PAYMENTS ON FEDERAL-AID PROJECTS UNDERTAKEN BY A FEDERAL AGENCY**

"SEC. 6. (a) That chapter 1 of title 23 of the United States Code is amended by inserting at the end thereof a new section as follows:

"§132. Payments on Federal-aid projects undertaken by a Federal agency

"Where a proposed Federal-aid project is to be undertaken by a Federal agency pursuant to an agreement between a State and such Federal agency and the State makes a deposit with or payment to such Federal agency as may be required in fulfillment of the State's obligation under such agreement for the work undertaken or to be undertaken by such Federal agency, the Secretary, upon execution of a project agreement with such State for the proposed Federal-aid project, may reimburse the State out of the appropriate appropriations the estimated Federal share under the provisions of this title of the State's obligation so deposited or paid by such State. Upon completion of such project and its acceptance by the Secretary, an adjustment shall be made in such Federal share payable on account of such project based on the final cost thereof. Any sums reimbursed to the State under this section which may be in excess of the Federal pro rata share under the provisions of this title of the State's share of the cost as set forth in the approved final voucher submitted by the State shall be recovered and credited to the same class of funds from which the Federal payment under this section was made."

"(b) The analysis of chapter 1 of title 23 of the United States Code is amended by inserting at the end thereof the following:

"132. Payments on Federal-aid projects undertaken by a Federal agency."

On page 8, after line 16, to insert:

**"APPROACH ROADS TO FERRY FACILITIES**

"SEC. 7. (a) Section 129 of title 23, United States Code, is hereby amended by adding thereto the following new subsection:

"(e) Notwithstanding the provisions of section 301 of this title, the Secretary may permit Federal participation under this title in the construction of a project constituting an approach to a ferry, whether toll or free, the route of which has been approved under section 103 (b) or (c) of this title as a part of one of the Federal-aid systems and has not been designated as a route on the Interstate System. Such ferry may be either publicly or privately owned and operated, but the operating authority and the amount of fares charged for passage shall be under the control of a State agency or official, and all revenues derived from publicly owned or operated ferries shall be applied to payment of

the cost of construction or acquisition thereof, including debt service, and to actual and necessary costs of operation, maintenance, repair, and replacement."

"(b) The caption of section 129 of title 23, United States Code, is amended to read as follows: 'Toll Roads, Bridges, Tunnels, and Ferries.'"

On page 9, after line 14, to insert:

**"REPAYMENT OF FEDERAL-AID FUNDS**

"SEC. 8. (a) The amount of all Federal-aid highway funds paid on account of those sections of Federal-aid Interstate Route 95 in the States of Delaware and Maryland from a point in the vicinity of Farnhurst, Delaware, to a point in the vicinity of the proposed Whitemarsh Interchange in Baltimore County, Maryland, proposed as the location for a toll express highway, shall, prior to the collection of tolls thereon, be repaid to the Treasurer of the United States and the amount so repaid shall be deposited to the credit of the appropriation for "Federal-Aid Highways (Trust Fund)". At the time of such repayment, the Federal-aid projects with respect to which such funds have been repaid and any other Federal-aid project located on such sections of said Interstate Route and programed for Federal-aid participation shall be canceled and withdrawn from the Federal-aid highway program. Any amount so repaid, together with the unpaid balance of any amount programed for expenditure on any such project, shall be credited to the unprogramed balance of Federal-aid highway funds of the same class last apportioned to the States, respectively. The amount so credited shall be available for expenditure in accordance with the provisions of title 23, United States Code, as amended or supplemented.

"(b) Upon the repayment of Federal-aid highway funds and the cancellation and withdrawal from the Federal-aid highway program of all projects on said sections of Federal-aid Interstate Route 95, as provided in subsection (a) of this section, such sections of said route shall become and be free of any and all restrictions contained in title 23, United States Code, as amended or supplemented, or in any regulation thereunder, with respect to the imposition and collection of tolls or other charges thereon or for the use thereof."

On page 10, at the beginning of line 23, to change the section number from "3" to "9", and on page 11, at the beginning of line 11, to change the section number from "4" to "10".

Mr. McNAMARA. Mr. President, I yield now to the Senator from Alaska [Mr. BARTLETT].

Mr. BARTLETT. Mr. President, first I desire to congratulate the Senator from Michigan and his colleagues on the subcommittee for bringing to the Senate a bill which will give more and better transportation to the entire Nation, the population of which is increasing so rapidly, and which has such an urgent need for more and better highways.

Mr. President, on March 29 of this year, in the belief that an up-to-date, realistic, and, in fact, long-overdue revision should be made to the formula regarding public land State matching of Federal funds apportioned under the A-B-C road program, Senators ANDERSON, BIBLE, CANNON, ENGLE, GRUENING, JACKSON, MAGNUSON, MURRAY and McGEE joined me in introducing S. 3290. The provisions of that measure were in-



corporated by the committee as the amendment to H.R. 10495 found on page 6 of the reported bill under "Federal-Aid Participation in Public Land States." I should like to thank the members of the committee for their endorsement of the proposed revised formula.

As part of my remarks, I ask unanimous consent that a portion of the committee's report on this amendment be included at this point.

There being no objection, the excerpt was ordered to be printed in the RECORD, as follows:

SLIDING SCALE RATIO OF FEDERAL-AID PARTICIPATION IN PUBLIC LANDS STATES

The committee approved an amendment to H.R. 10495 which would add the reserved lands in the public domain, exclusive of national forests, national parks, and national monuments, to the lands used in computing the amount of the Federal share payable in public lands States for Federal-aid highway projects financed with Federal-aid primary, secondary, or urban funds. The amendment would not be applicable to funds apportioned to the States for the Interstate System.

The Federal Highway Act approved November 9, 1921, provided that the Federal share of the cost of such Federal-aid projects shall not exceed 50 percent of the cost of construction, except that in the case of States containing unappropriated and unreserved public lands and nontaxable Indian lands, the Federal share is increased depending upon the area of such lands within the States.

This amendment would result in increasing the percentage of funds provided by the Federal Government for affected Federal-aid projects in the 13 public lands States, thus decreasing the percentage of funds provided by these States. The committee notes that the increase would be rather small, 2 or 3 percent or less, in all of the States except Alaska, Arizona, Nevada, and Utah. Its principal effect would be upon the Federal-aid primary and secondary highway work in Alaska, where the participation of Federal funds would be increased from 86.09 percent to 94.93 percent.

The original provision was included in the Federal highway laws after inception of the Federal-aid highway program when it became apparent that the public lands States in the western part of our country were required to expend large sums for the construction and maintenance of roads crossing the public lands, yet the large areas of such Federal lands were not on the tax rolls and were not a source of revenue for the States. At that time most of the public lands in the Eastern, Southern, and Midwestern States had gone into private ownership, had been improved and developed and were on the tax rolls of those States, and were assisting in provision of funds to match Federal-aid highway funds on the required 50-50 basis.

Under the present public lands matching formula, reserved Federal lands are not included. These reserved lands in the public lands States amount to millions of acres, none of which are on the State tax rolls. Most of these reserved lands have been reserved since 1921 when the matching formula was established, and they are still being withdrawn from the public domain for many purposes.

Neither the existing law nor the proposed amendment includes national forests, parks, and monuments, which comprise in excess of 185 million acres. The Federal Government is the landlord of this vast acreage and has improved the property by building

roads into and through such areas. The Federal Government returns 25 percent of the receipts from the national forests to the States containing national forest land for schools and roads. In 1959 the amounts returned to the 13 States was about \$25 million.

Alaska was included in the Federal-aid primary and secondary highway programs for the first time in the Federal-Aid Highway Act of 1956. The provision of an adequate transportation system has been a difficult problem confronting Alaska in its transition from territorial to statehood status. Highway construction and maintenance is very expensive. Road mileage in the State is not extensive, and many of the communities are still isolated as far as highway connections are concerned. The number of motor vehicles in the State is relatively small, and the State income from highway revenues is low. As additional highways are completed the annual cost of maintenance will increase. It appears possible that Alaska, as well as certain other Western States, might have difficulty in the near future of meeting their matching requirements for Federal-aid highway funds and providing adequate maintenance for the completed highways.

The committee realizes that the amendment will not require the expenditure of additional Federal funds, nor divert any Federal funds from any other State. The committee was concerned with the effect of the amendment in decreasing the total

amount of highway work which could be accomplished with Federal-aid funds in public lands States. The committee considers, however, that the amendment would allow the State more flexibility in the expenditure of State funds for construction of State roads, maintenance, or for other purposes. The question of application of the additional revenue available to the States is a State matter, and might result in construction of more net road mileage when used on State roads. It is also recognized that road construction in the States affected by the amendment is much more expensive than in most of the other States.

The committee understands that the term "public domain lands" as used in the recommended amendment includes only lands which have never left Federal ownership, and does not include acquired lands such as land-utilization land, acquired submarginal land, land acquired under the National Industrial Recovery Act, and land acquired for military reservations.

The committee considers it equitable and proper that the public lands States be given recognition for Federal lands which lie beyond the reach of the taxing powers of such States, a payment in lieu of taxation so to speak, and that the credit now given to States for unreserved and unappropriated public lands should be extended to include reserved lands in the public domain.

The following tables show the effects of the proposed amendment on State matching requirements under existing law.

Sliding scale ratio of Federal-aid participation in public lands States (for normal 50-50 matching) based on present legislation and on the amendment

State	Present legislation			Amendment		
	Area of unappropriated and unreserved public lands and nontaxable Indian lands	Percent of total area of State	Sliding scale rate	Area of reserved and unreserved public domain lands, exclusive of national forests and national parks and monuments, and nontaxable Indian lands	Percent of total area of State	Sliding scale rate
Alaska.....	270,885,166	0.7218	86.09	337,241,411	0.8986	94.93
Arizona.....	31,863,199	.4371	71.86	38,955,450	.5344	76.72
California.....	16,267,805	.1602	58.01	21,143,140	.2082	60.41
Colorado.....	8,829,571	.1323	56.62	9,760,661	.1463	57.32
Idaho.....	12,020,091	.2248	61.24	14,691,404	.2747	63.74
Montana.....	11,771,815	.1250	56.25	13,204,231	.1402	57.01
Nevada.....	47,172,077	.6668	83.34	56,130,594	.7934	89.67
New Mexico.....	19,748,724	.2536	62.68	23,599,883	.3031	65.16
Oregon.....	14,500,290	.2336	61.68	17,620,605	.2839	64.20
South Dakota.....	5,243,691	.1063	55.32	5,279,295	.1071	55.36
Utah.....	26,630,754	.4900	74.50	30,497,000	.5612	78.06
Washington.....	2,974,770	.0682	53.41	3,387,325	.0776	53.88
Wyoming.....	18,012,774	.2874	64.37	20,512,673	.3273	66.37

Reduction in Senate matching funds under provisions of the proposed amendment

State	1961 apportionment of A-B-C funds	State matching funds required on basis of		
		Present legislation	Amendment	Difference
Alaska.....	\$36,768,519	\$5,940,877	\$1,963,725	\$3,977,152
Arizona.....	10,613,418	4,156,159	3,220,547	935,612
California.....	46,622,027	33,746,921	30,553,982	3,192,939
Colorado.....	13,461,726	10,313,842	10,023,490	290,352
Idaho.....	7,961,559	5,039,027	4,529,120	509,907
Montana.....	12,729,514	9,900,733	9,599,049	301,684
Nevada.....	7,791,113	1,557,474	897,638	659,836
New Mexico.....	11,291,509	6,723,023	6,037,388	685,635
Oregon.....	12,378,962	7,690,691	6,902,910	787,781
South Dakota.....	9,871,273	7,972,676	7,959,784	12,892
Utah.....	8,646,670	2,959,598	2,430,284	529,314
Washington.....	13,596,329	11,860,194	11,638,135	222,059
Wyoming.....	8,189,918	4,533,273	4,149,871	383,402
Total.....	199,922,537	112,394,488	99,905,823	12,488,665



Mr. BARTLETT. Mr. President, under the existing formula the State matching requirement on a given Federal road project is reduced by the area in that State lying in unappropriated, unreserved status plus the acreage of nontaxable Indian lands. This amendment would add reserved lands. In the 13 Western States some 106 million acres have been withdrawn from the public domain for the use of many Federal agencies. Not an acre is found on any of the taxrolls of those States. These reserves—upon which the States cannot levy taxes—should be counted in the matching formula. If added to the formula, those lands would not include the more than 175 million acres withdrawn for national forest, park and national monument purposes. They would not include vast acreages of acquired lands which the Federal Government has obtained from private and local government sources. They would include only those lands which are public domain lands subject to withdrawal. Those reserves are normally created by the stroke of an executive pen. One day, for example, 500,000 acres may lie in unreserved, unappropriated status counting toward the reduced matching formula. The next day, with the issuance of one executive order or public land order, that acreage can be placed in reserve status and up goes the State's matching by X number of dollars. The creation of that reserve has brought not one dollar into the State treasury but has placed on the people of that State the burden of putting up X number of dollars because the Federal Government needs the land for some purpose.

A most graphic example can be cited here. Last week the Defense Department sent to Congress four requests for legislation which would set aside 1,486,800 acres of land in Alaska for such purposes as training, maneuvering, and testing areas and a Nike range. Such withdrawals, in excess of 5,000 acres, must be approved by acts of Congress under a law passed in 1958. Withdrawals of that size—meritorious as they might be for defense purposes—would cost the people of Alaska a few dollars short of \$100,000 a year in matching Federal allocations under the ABC program.

Withdrawals of public domain for these and other Federal uses, such as wildlife refuges and ranges and a multitude of other purposes, cost the Western States \$12,488,665 a year because of the Federal reserved lands lying within their borders, exclusive, as above stated, of acquired lands, and national forests, parks and monuments.

The following are the acres of Federal reserves other than national parks, forest, monuments, and acquired lands, by State:

New Mexico, 3,851,159.  
Alaska, 66,365,245.  
Arizona, 7,092,251.  
California, 4,875,335.  
Colorado, 931,090.  
Idaho, 2,671,313.  
Montana, 1,432,416.  
Nevada, 8,958,517.  
Oregon, 3,120,315.

South Dakota, 35,604.  
Utah, 3,866,246.  
Washington, 412,555.  
Wyoming, 2,499,899.  
Total, 106,111,945.

The adoption of this amendment will not affect in any way the Federal funds allocated to each of the 50 States and will take no money away from the Middlewestern, Eastern, and Southern States. The Federal apportionment of the total ABC Federal money is apportioned on the basis of the total areas of the States, their population, and their rural delivery and star route mileage. The public land States do not get one Federal dollar more under any formula which takes Federal lands lying within their borders into account for matching purposes. But because the taxing power of these States is vastly reduced by the very existence of such huge Federal areas, the ability of the States to find the matching funds is likewise reduced.

This amendment has been endorsed by the Western Association of State Highway Officials. I ask unanimous consent that a telegram carrying that endorsement be included in my remarks, and should also like to include a letter dated June 21 addressed to me by Gov. J. J. "Joe" Hickey, of Wyoming, and one dated June 14 addressed to Gov. William A. Egan, of Alaska, by Gov. Edmund G. Brown, of California, both in support of the provisions of this amendment.

There being no objection, the telegram and letters were ordered to be printed in the RECORD, as follows:

JUNEAU, ALASKA, June 27, 1960.

Hon. E. L. BARTLETT,  
U.S. Senate,  
Washington, D.C.:

The Western Association of State Highway Officials, consisting of Alaska, Arizona, California, Colorado, Hawaii, Idaho, Montana, Nevada, New Mexico, Oregon, Texas, Utah, Washington, Wyoming, Forest Service, Park Service, Bureau of Indian Affairs, and Bureau of Public Roads, officially adopted a resolution which expresses strong support to your amendment on Highway Appropriations Act to remove inequities in matching ratio and give just credit for reserved public lands. Your efforts in behalf of the public domain States are greatly appreciated. Copies of resolution will be sent your office.

T. D. SHERARD,  
Secretary.

WYOMING EXECUTIVE DEPARTMENT,  
Cheyenne, Wyo., June 21, 1960.

Hon. E. L. BARTLETT,  
U.S. Senate,  
Washington, D.C.

DEAR SENATOR BARTLETT: I have reviewed the material received with your letter of June 15 with reference to the inclusion of S. 3290 as an amendment to H.R. 10495 which has passed the House and proposes to extend the ABC program for 2 years.

Although I have not had an opportunity to discuss this with our State highway commission, which is meeting in Portland, Oregon, and since I am leaving for the Governors' conference tomorrow, I wanted to get this letter to you advising that I am in full agreement with the proposal in your bill, S. 3290, now a part of H.R. 10495. The proposal would include nontaxable Indian lands, individual and tribal, and public domain lands, exclusive of national forests and national parks and monuments, with the lands presently used in computing the amount of the Federal share of funds payable in public

land States for Federal aid highway projects. With best regards.

Sincerely yours,  
J. J. "JOE" HICKEY,  
Governor.

STATE OF CALIFORNIA,  
GOVERNOR'S OFFICE,  
Sacramento, Calif., June 14, 1960.

Hon. WILLIAM A. EGAN,  
Governor of Alaska,  
Juneau, Alaska.

DEAR BILL: Thank you for your letter of May 24, 1960, enclosing a copy of S. 3290, amending the matching formula for Federal aid highway funds with reference to public lands and a statement of Senator BARTLETT of Alaska, to the Senate Public Works Committee endorsing the measure. You will note that Senator ENGLE, from California, is a coauthor of the bill.

While the bill would not have as great an effect on California as it would on Alaska, its enactment would be advantageous to this State. We have so advised Senator ENGLE and offered any assistance we can give him.

It was just today called to my attention that in all probability the Senate Public Works Committee will act favorably upon the suggestion and include it as an amendment to a House bill that is now pending in the Senate.

Your thoughtfulness in sending me the reference to the bill and the material concerning it is greatly appreciated.

With best personal regards, I am,  
Sincerely,

EDMUND G. BROWN,  
Governor.

Mr. BARTLETT. Mr. President, I thank the Senator from Michigan for giving me this opportunity to discuss the amendment.

Mr. McNAMARA. Mr. President, I am happy to have had the opportunity to accommodate the Senator. I assure the Senator that when he appeared before the subcommittee he made a fine presentation of the facts which he has just recited.

Mr. GRUENING. Mr. President, will the chairman of the subcommittee yield to me?

Mr. McNAMARA. I am happy to yield to my friend the junior Senator from Alaska.

Mr. GRUENING. I wish to second the remarks made by my able colleague the senior Senator from Alaska and to express my thanks to the committee members, to the chairman of the Committee on Public Works, the senior Senator from New Mexico [Mr. CHAVEZ], and to the chairman of the Subcommittee on Roads, the Senator from Michigan, for the excellent amendments they have put into the bill regarding Alaska.

I should like to ask one or two questions about the amendment, which would add 300 miles to the mileage currently authorized.

Mr. McNAMARA. I yield to the Senator.

Mr. GRUENING. The amendment found in section 5 of H.R. 10495, the bill reported by the committee, covers the mileage.

Is it not a fact that in adding the additional mileage to the Interstate Highway System the committee was very much concerned about the total lack of such mileage in the State of Alaska?

Mr. McNAMARA. Yes. The Senator from Alaska who is asking the question



made a very fine presentation before the committee. He convinced the committee there was a justification for adding mileage, which demonstrates our concern about the lack of such interstate mileage.

Mr. GRUENING. So the interstate mileage was added?

Mr. McNAMARA. Yes, the interstate mileage was added.

Mr. GRUENING. Is it not a fact that when allocated to the State of Alaska, such mileage may be used anywhere in the State agreed upon between the Bureau of Public Roads and the State of Alaska?

Mr. McNAMARA. Exactly as is done in all the other States of the Union.

Mr. GRUENING. I thank the Senator.

Mr. McNAMARA. I was happy to accommodate the Senator from Alaska.

Mr. RUSSELL. Mr. President, when the Senator concludes his statement, I desire to offer an amendment.

Mr. McNAMARA. I shall be glad to yield to the Senator from Georgia so that he may offer an amendment, if that is his desire at this time.

The PRESIDING OFFICER (Mr. BARTLETT in the chair). Does the Senator from Michigan yield?

Mr. McNAMARA. There are some questions which other Senators desire to ask, but we can take them up later. So I now yield to the Senator from Georgia.

The PRESIDING OFFICER. The Senator from Michigan yields to the Senator from Georgia.

Mr. RUSSELL. Mr. President, I have been interested in, and have been undertaking to interest the Forest Service and other agencies of the Government which have to do with the control of public lands in, the construction of a vitally important forest road in my State in White County, Ga. In the local area this road is known as the road from Richard Sims to Dukes Creek Falls.

Mr. President, Dukes Creek Falls is supposed to be one of the most beautiful attractions of nature in the entire Appalachian chain of mountains. Due to the relatively small area which Georgia has in the national forests I have been unable, up to now, to get the Bureau of Public Roads and the Forest Service to launch the project. Therefore, Mr. President, I had contemplated offering amendments which would make some change in the formula for the distribution of funds. In fact, I had prepared the amendments.

I have discussed this situation with the very able Senator from Oklahoma [Mr. KERR] and the Senator from South Dakota [Mr. CASE] who are great authorities on all phases of highway legislation, including the construction of roads and trails in forest lands. I have concluded, as a result of that discussion, not to offer any amendment which would materially change the bill from the form presented by the committee when these gentlemen wrote this vitally important piece of proposed legislation. I shall instead undertake to amend the bill as to the authorization, in order that we might be afforded the opportunity to go ahead with this project which is vital to a

very important area in my State. It has been estimated it will be one of the great tourist attractions in the Eastern United States, if the area can be opened up.

Mr. President, I therefore offer an amendment on page 3, line 4, to strike out the figure "\$3,000,000" and to insert in lieu thereof the figure "\$3,500,000" in order that adequate funds may be available to enable these agencies of Government to go forward with the project. Everyone familiar with the facts know this is a worthy project. Merely because of the limitations to which I have adverted has it not heretofore been placed under construction? It should not be delayed any longer.

Mr. President, I offer the amendment and urge its approval by the Senate.

The PRESIDING OFFICER. The amendment will be stated for the information of the Senate.

The LEGISLATIVE CLERK. On page 3, line 4, it is proposed to strike out "\$3,000,000" and to insert in lieu thereof "\$3,500,000."

The PRESIDING OFFICER. The question is on agreeing to the amendment offered by the Senator from Georgia.

Several Senators addressed the Chair.

Mr. McNAMARA. Mr. President, I am happy to yield to the Senator from Oklahoma.

The PRESIDING OFFICER. The Senator from Michigan yields to the Senator from Oklahoma.

Mr. KERR. Mr. President, I have discussed this matter with the Bureau of Public Roads, the Forest Service, and others. I have been advised that the project has been under consideration and is on the agenda for planning and for construction. It is my belief that the project can be taken care of in the authorization provided by the committee.

However, in order that there may be no question about the matter, I urge the adoption of the amendment offered by the Senator from Georgia. I say to the Senator that if, between now and the time the bill goes to conference, assurance can be given by the Forest Service and by the Bureau of Public Roads that the project to which the Senator has referred can be taken care of on an appropriate and satisfactory basis from the authorizations as provided in the bill without the amendment, consideration would then be given to dropping the additional authorization in the conference. Otherwise, we could leave it in the bill, if we could succeed in having it agreed to by the House, in order that the funds would certainly be adequate for the project.

Mr. RUSSELL. Mr. President, I appreciate the statement of the distinguished Senator from Oklahoma. The reason I offered the amendment was to be sure not to interfere with the project of anyone else which has already been approved and undertaken. I did not wish to be in a position of interfering with any other project throughout the Nation which comes in any one of these categories.

My State shares to a minute degree in any of the forestry and public lands

appropriation. I have been a member of the Appropriation Committee for 28 years. I am certain that I have voted for amendments to spend tens and perhaps hundreds of millions of dollars for roads and trails, though relatively none of the money is spent in my State.

Knowing some of the difficulties I have had in undertaking to bring this project to fruition, I offered the amendment in the form it is before us so as to be sure that we would not interfere with any other project which has heretofore been approved.

Mr. McNAMARA. Mr. President, if agreeable to the Senator from Georgia and the Senator from Oklahoma, as chairman of this subcommittee, I will accept the amendment of the Senator from Georgia under the conditions specified.

Mr. RUSSELL. I thank the Senator.

Mr. CASE of South Dakota. Mr. President, will the Senator yield?

Mr. McNAMARA. I yield to the Senator from South Dakota.

Mr. CASE of South Dakota. I should like to say that the matter has been discussed with me, and I have also discussed it with a representative of the Bureau of Public Roads. It is my understanding that the project would be eligible for construction in the normal course of events either from forest lands and trails funds or from public land funds. However, the formula under which the forest funds are allocated and the priorities on projects heretofore programmed may have prevented an allocation large enough to make a practical project. If a joint project is made, as suggested, I think this can be worked out.

I appreciate the fact that the Senator from Georgia [Mr. RUSSELL] has offered his amendment so that if the project he has in mind cannot be completed with the presently authorized funds, his amendment would increase the public lands funds by \$500,000 for 1 year only. On that basis I have no objection to it.

At the same time I subscribe to what the Senator from Oklahoma has said in regard to the situation in conference, and assure the Senator from Georgia that I will endeavor to carry out his wishes by urging the House conferees to agree to it unless the matter has been satisfactorily worked out in the meantime.

Mr. RUSSELL. I can assure the Senator I am grateful. I understand if the project can be undertaken, I will expect the House conferees to recede from the amendment.

Mr. ANDERSON. Mr. President, will the Senator yield?

Mr. McNAMARA. I yield.

Mr. ANDERSON. Does the Senator from Michigan agree that we from New Mexico, Washington, and Montana have been reasonable in requesting that public land highway money be used for the Gila, Cooke City, Red Lodge, and Staircase roads?

Mr. McNAMARA. Yes.

Mr. ANDERSON. Does the Senator agree that it would be proper to pro rate about \$2 million among these three roads over the next biennium?



Mr. McNAMARA. I am not sure of the figure, but I agree that the Senator is correct in his statement.

Mr. ANDERSON. We are not opposing the Senator from Georgia, who has been one of the great friends of all the West for many years.

Mr. RUSSELL. I thank the Senator. I have endeavored to be.

Mr. ANDERSON. The Senator not only has endeavored to, but he has been. I am only trying to be sure that the three roads I mentioned are fully protected in the bill.

Mr. McNAMARA. I call the attention of the Senator to the paragraph on page 10 of the report, where those projects are described.

Mr. ANDERSON. I thank the Senator from Michigan. I know the able senior Senator from New Mexico [Mr. CHAVEZ] has been alert to this situation and has carefully tried to protect it. I merely wanted the record to show that those projects were being taken care of.

Mr. CHAVEZ. Mr. President, will the Senator yield?

Mr. McNAMARA. I yield.

Mr. CHAVEZ. At the bottom of page 10 of the report, it is stated:

Specific needs of roads to the Olympic National Park in Washington, the Gila Cliff Dwellings in New Mexico, and Yellowstone National Park in Montana and Wyoming, were brought to the attention of the committee. The committee believes that funds for public lands highways could also be used for certain of these approach roads to national parks.

Mr. ANDERSON. I thank the able Senator from Michigan and the senior Senator from New Mexico for making the point clear for the record.

The PRESIDING OFFICER. The question is on agreeing to the amendment of the Senator from Georgia.

The amendment was agreed to.

Mr. McCARTHY. Mr. President, will the Senator yield?

Mr. McNAMARA. I am happy to yield to the Senator from Minnesota.

Mr. McCARTHY. Mr. President, I should like to ask the Senator from Michigan one or two questions on behalf of myself, the senior Senator from Washington [Mr. MAGNUSON], and the senior Senator from Oregon [Mr. MORSE] in regard to the provisions of the bill.

First, am I correct in assuming that the committee report shows that over the next 12 years timber purchasers will be expected to construct \$564 million worth of roads while \$719,600,000 in appropriated funds will be needed for similar roads?

Mr. McNAMARA. Yes. That is the approximate figure that we were given in the committee.

Mr. McCARTHY. Will the Senator tell me under what authority does the Secretary of Agriculture have a timber purchaser construct a road?

Mr. McNAMARA. Under the general authority to sell timber. It is in the regulation.

Mr. McCARTHY. Authority to sell timber off the public lands?

Mr. CHAVEZ. Yes, off the forest lands.

Mr. McNAMARA. That is a general provision of the regulation.

Mr. McCARTHY. Is it true that a timber contract built road is fully paid by the Government because it reduces the price of the timber sold by the estimated cost of the road?

Mr. McNAMARA. Yes, the Senator is correct.

Mr. McCARTHY. In other words, that is taken into account when the timber is sold to a private operator?

Mr. McNAMARA. That is correct.

Mr. McCARTHY. Does the Senator agree that the Secretary has the responsibility to assure that these roads are built to the standard needed by the Government to manage these national forests in perpetuity under sustained yields and multiple use?

Mr. McNAMARA. Yes, I do. If a road of a lower standard is purposely premitted because of a timber contract for its construction, then the Secretary is ignoring the broad responsibility to manage the national forests in the taxpayers' interest.

Mr. CHAVEZ. Mr. President, will the Senator yield?

Mr. McNAMARA. I yield.

Mr. CHAVEZ. Not only would there be an ignoring of broad responsibility, but also if any agency of the Government insists on first-class roads, it is the Forest Service, because they are dependent on those roads not only for the sale of timber but also to protect the forests, to get the timber out, and for all kinds of purposes.

Mr. McNAMARA. There is every reason to believe that they and the Forest Service will do a good job. They have been doing a good job.

Mr. McCARTHY. I thank the Senator from Michigan and the Senator from New Mexico and hope that this discussion will at least give us some assurance that the Department will examine the Forest Service policies to see that they conform to the point of view which has been expressed, and which I understand is in the law or in the interpretation of the law.

Mr. McNAMARA. That is correct.

Mr. MOSS. Mr. President, will the Senator yield?

Mr. McNAMARA. I yield.

Mr. MOSS. Mr. President, I wish to address myself to one aspect of the road bill; namely, forest roads. The committee has taken several significant actions.

First, it has made the most substantial increase in the level of funds authorized that has ever been made. This increase is less than should be provided, but considering the fact that the administration made no recommendation, this Congress can take full credit for this worthwhile step.

Second, it has expressed its concern that at least 40 billion board feet of timber are tied up in the West because access has not been obtained over private roads, or lands.

Third, it has directed that this matter be the subject of exhaustive inquiry.

Fourth, it has warned the timber industry of the consequences that will follow if this timber is not made accessible for public use.

Fifth, it has told the Department of Agriculture to proceed to vigorously utilize

its authority of eminent domain so that multiple use and sustained yield will become a universal reality on the national forests.

In the course of taking up this bill it was my privilege to suggest to the committee an amendment on forest roads designed to solve this and other problems, on behalf of Senators MAGNUSON and HAYDEN.

This amendment was drawn from S. 2240, a forest road bill, cosponsored by 21 Members of this body, as well as from a substitute suggested by Secretary Benson on February 24, 1960, to the chairman, Senator CHAVEZ. It also contained portions common to S. 2240 and an administration bill, S. 1797, which deals with easements and reciprocal hauling rights.

The authority contained in this amendment would have provided for applying a policy for the national forests with respect to granting rights-of-way and easements similar in purpose to that applied by the Bureau of Land Management on the Oregon and California timber lands.

The amendment had these purposes:

First. To bring into a concise form the authorities for forest development roads and trails administered by the Secretary of Agriculture.

Second. To set forth the policy that these roads and trails will be constructed for maximum long-term economy to implement the declared policy of Congress that the national forests shall be administered for multiple use and sustained yield.

Third. To provide the Secretary with the specific authority to include provision for road construction and maintenance in contracts for the sale of national forest products, and to make a reasonable allowance for this work in arriving at the appraised value of the product sold.

Fourth. To grant the Secretary the option of collecting deposits for needed maintenance or construction work in lieu of requiring that the actual work be done by the user.

Fifth. To provide for use fees on non-Federal products transported over forest roads to recover the share of the cost of the road estimated not attributable to national forest purposes and to permit the appraised value of national forest products to be set so as to provide reasonable compensation for private roads acquired or used.

Sixth. To grant authority to the Secretary of Agriculture to grant easements for roads, an authority presently nonexistent for Weeks-law acquired national forests and now vested in the Secretary of the Interior for national forests created from the public domain.

Seventh. To permit the Secretary of Agriculture, where mutual needs exist, to condition the grant of rights or permission to cross forest lands upon receiving rights or permission to cross the lands of the applicant. Where there is a difference in the value between rights granted or received, provision is included to make or receive reasonable compensation. This will bring into harmony the situation on the national forests and other federally managed forests.



Eighth. To assure the disposition of fees and other deposits.

Ninth. To provide for the promulgation of rules and regulations to be published in the Federal Register.

When Senators HAYDEN and MAGNUSON presented their amendment, they said:

The adoption of this language will assure balanced and coordinated implementation of all phases of the national forest program dependent upon roads. Recreation, timbering, and other uses will be advanced. Treasury revenues will be measurably advanced—thereby benefiting the Federal and local governments.

I think I should also point out that in connection with the fiscal year 1960 and 1961 budgets, the Committee on Appropriations of which Senator HAYDEN is chairman and Senator MAGNUSON a member, has called attention to the need for modernized forest development road and trail policy. Their report for the appropriation bill for fiscal year 1961 said:

It is the view of the committee that adequate authority should be granted in the Federal Aid Highway Act to provide for full implementation of the "program" (for the national forests) with respect to roads.

I offered this amendment in good faith, fully cognizant of the fact that the big landowning segments of the timber industry and their spokesmen would oppose it. They did and the amendment is not now in the bill. For this result they should receive full public credit. Their position adds up to an espousal of the view that where private roads have been constructed across the national forests and private timber is moving to market it is perfectly alright for the public timber to have to stand on the stump, overmature, and rotting, prey to insects, disease, and fire.

In my judgment, this segment of the industry made a serious mistake because a continuation of the present unsatisfactory situation can lead only to a drastic change.

After its last meeting with the Forest Service, this is what the National Lumber Manufacturers Association states is the industry position:

The provision in present law under which private owners are permitted to cross national forest land to permit ingress and egress to and from their own lands is fair and equitable and consistent with the fundamental principles of the common law. It should not be repealed or limited so as to destroy existing and long accepted rights to private owners.

The present law is a "one-way provision" to use the description given by the Forest Service. A timber company can cross the Government's lands, remove its timber and otherwise manage its lands while it denies the Government the right to do the exact same thing.

According to the Comptroller General, there are 4 billion board feet of national forest timber so tied up on one national forest, the Snoqualmie in the State of Washington. The Forest Service supplied our subcommittee with data showing 40 billion feet tied up by lack of access in the West. These figures

represent only a part of the volume tied up.

I say to the timber industry in all sincerity that this problem must be met and solved speedily and with a greater respect for the public interest.

The condition that exists constitutes an economic sanction of no small dimensions on many western communities. By law—and properly so—the Forest Service cannot sell its timber unless the conditions of the sale are equal to all qualified bidders. Without access available, the Forest Service must withhold its timber from sale. In the last 3 years the Forest Service has had to delay or cancel 1½ billion board feet in timber sales in the West because access was not available. This is a staggering loss to the economy of our Nation—a dragging depressant on the needs of our Nation for wood. It denies the opportunity to bid upon and productively utilize a national resource to those mills and their workers not fortunate enough to own vast reserves of private timber.

If marketed, this timber would add 500 million feet annually to the needs of Western mills. It would build 10,000 new homes annually. This timber volume is equal to \$50 million in payrolls and expenditures for plant equipment and supplies. This timber could mean close to \$10 million annually in additional Federal revenue needed to balance the budget. It could mean \$2,500,000 in payments in lieu of taxes to hard pressed local governments.

The local governments of the West will commence more and more to look at national forest allowable cuts and actual cuts and they will be guided by what they see. As a major local taxpayer in many Western communities, the timber industry will be hard put to convince local government that their taxes should not be raised to provide revenue lost from locked up Federal timber.

The Western timber industry speaks of the "rights of private owners." The laws applicable to the national forests do not give the private timberland owner in the East the right to cross the national forest while he bottles up public timber. This right exists only because the Department of Agriculture has let the situation develop that way in the Western forests created from the public domain.

What is involved here are not rights but responsibilities. The private citizen possesses no right to lock up public property so that it is a veritable wilderness area. One of the major groups opposing wilderness legislation is the timber industry. It has locked up more commercial timber to waste than exists in the entire wilderness system on the national forests.

The industry spokesmen say:

Private owners want to retain the right of court determination of values where negotiations fail.

Here I can only say this right cannot be taken away. When negotiations with the Forest Service fail, the Federal Government will have to accord the private party the right of having the value of his road determined in court under an eminent domain proceeding.

The industry also states:

Private owners want to retain the right to use off-highway equipment on these specially designed timber access roads.

This includes the privilege of escaping certain fuel and license taxes and highway weight limits.

I cannot find that Congress has declared this to be a right or that it has even accorded this the proper designation—a privilege. There is no right involved. Nothing in the laws governing the national forests or roads across it gives any right to use "off-highway equipment" or to escape any taxes.

The industry sums up its position with:

The lumber industry cannot agree with the proposed legislation which would condition the granting of a right-of-way to cross national forest land for access to private land upon the granting to the Forest Service of a right-of-way or road uses across the private land of the owner.

This is hardly the language of a group willing to negotiate.

Urging no action, they close by saying:

To the extent that problem areas may exist, we are confident that they can be resolved through further discussion with the Forest Service.

Within my judicial experience, I can only say that I do not, just now perceive the grounds upon which further discussion would prove useful or fruitful. This is a problem that must be resolved by the Congress fairly and equitably and I hope that the industry will take a new approach and a new look at what needs to be done.

I think it only fair to point out that the policy of reciprocity proposed is not a new or untried one.

The Bureau of Land Management on the Oregon and California revested lands, which are sustained yield timberlands, has authority and does require that where mutual needs exist it receive rights needed by it. Since 1950, when these regulations were promulgated, it has entered into 1,364 various types of road agreements. Of this amount, 600 cases involved situations where mutual needs for access existed and agreements were successfully concluded. In 555 cases no mutual needs existed and the BLM either gave or secured needed rights without an exchange of rights. In 674 cases the BLM has purchased rights-of-way, roads, or easements, of which 620 are in perpetuity. Only 35 cases have resulted in condemnation. In addition to its regulations on roads, the Department of the Interior has had other regulations which condition the right to cross public lands upon granting certain rights to the Secretary. The right to so condition rights has been upheld unanimously by the Supreme Court in 344 U.S. 17, the FPC against Idaho Power Co., and in the U.S. District Court in the District of Columbia, Civil No. 4540-50, the Secretary of the Interior against Idaho Power.

During 10 years of successful operation of the BLM road regulations, less than 2 percent of the negotiations have had to be solved by condemnation. This record indicates that such regulations can be effectively operated with but little



resort to the courts, and more importantly, mainly by amicable agreement.

In this period prior to 1950, the harvest of timber on the 2 million acres of Oregon and California revested lands averaged less than 400 million board feet of timber annually. By 1960, the cut had climbed 125 percent. The Oregon and California lands are almost completely checkerboarded with private lands. Their timber sale program is even more largely influenced by access than that of the Forest Service which has considerable blocks of timber in its far larger holdings which are in solid Federal ownership. Thus, while there also has been a great increase in national forest timber sales, the proper cut in checkerboarded areas has not been attained. It is evident, therefore, that the policy of reciprocity would prove as highly beneficial to sound national forest development as it has on the Oregon and California revested lands.

The committee has decided to give this problem further attention. The Department of Agriculture has been told to start to work vigorously unlocking the forests through the use of eminent domain. This will convert some of these roads to fully public roads as it should.

The committee itself will make an exhaustive inquiry into the situation. I want to give this assurance. All of the contentions of various groups will be given careful consideration. There will be public hearings at which witnesses will be expected to deal with realities. Constructive legislative suggestions from anyone will be welcomed. The forest products industry will have a full opportunity to publicly exhibit the degree to which it may be capable of better fulfilling its responsibilities to promote the national interest.

Mr. McNAMARA. Mr. President, I yield to the distinguished Senator from West Virginia, a member of the subcommittee.

Mr. RANDOLPH. Mr. President, I thank the distinguished chairman of the subcommittee and now I reemphasize and subscribe to the Public Works Committee's report concerning the A-B-C program and the action we took in including an additional authorization of \$100 million for each of the fiscal years 1962 and 1963 for the A-B-C systems, but scheduled in a manner similar to the so-called D-funds authorized in the Federal-Aid Highway Act of 1953.

These sums are included in the bill upon the urging of the senior Senator from Kentucky [Mr. COOPER], the junior Senator from Pennsylvania [Mr. SCOTT], and the Senator from West Virginia who now addresses you. Most helpful suggestions, counsel, and support were given during subcommittee deliberations on this matter by our chairman, the senior Senator from Michigan [Mr. McNAMARA], and the ranking majority and minority members of the Subcommittee on Roads and the full Committee on Public Works, the senior Senator from Oklahoma [Mr. KERR], and the senior Senator from South Dakota [Mr. CASE]. The chairman of our Public Works Committee, the Senator from New

Mexico [Mr. CHAVEZ], gave his usual helpful assistance.

This matter drew the unanimous support of the subcommittee and the full committee, and, as the report sets forth, the committee expresses the hope that in scheduling construction of projects under the proposed authorizations, the States will give favorable consideration to work in labor surplus areas for the relief of unemployment and the alleviation of economic distress.

Mr. SCOTT. Mr. President, will the Senator yield?

Mr. RANDOLPH. I will be delighted to yield if I have the right to do so.

Mr. McNAMARA. Mr. President, without losing my right to the floor, I am happy to yield to the Senator from Pennsylvania.

Mr. RANDOLPH. It is a pleasure to yield.

Mr. SCOTT. I support the provision to which the Senator from West Virginia has addressed himself. We in Pennsylvania, perhaps, have as many distressed areas as any other State. If the provision is adopted and if it is applied as the committee intends it to be applied, with primary attention being paid to labor surplus areas, it will be extremely useful in such areas as Scranton, Wilkes-Barre, Uniontown, and McConnellsville.

Perhaps it may be useful on the Erie-Pittsburgh Highway, because there is not a good existing highway running north-south in that area.

It seems to me that the provision is one measure we ought to adopt in order to alleviate this unfortunate chronic labor surplus situation which exists.

I certainly commend the Senator from West Virginia for his statement. I am very glad to be associated with him and with the Senator from Kentucky, as we were the three original sponsors of the amendment. I thank the Senator from West Virginia and the Senator from Michigan.

Mr. RANDOLPH. The Senator from Pennsylvania has correctly stated the situation, especially as it exists in his Commonwealth. I wish to express my appreciation for the considered judgment and the sensible approach that he has shown, not only toward the amendment, but also in matters of an orderly highway construction program for the benefit of the people of the Nation and for the strengthening of our economy.

To supplement what the Senator from Pennsylvania has said, there is no requirement which would limit the utilization of these funds to labor surplus areas in the 34 States listed as having pockets of chronic unemployment. The committee emphasizes that it is cognizant of the favorable experience and the benefits derived from previous D-fund authorizations. We believe that a similar fund could be advantageously utilized in a like manner for the fiscal years covered by this proposed legislation, namely, 1962 and 1963.

It should be noted and emphasized that there are built-in provisions for the prompt expenditure of the funds to increase the effectiveness of the program, especially in the labor surplus areas.

Otherwise, the bill before us this evening continues the regular Federal-aid highway program for the primary and secondary systems and their extensions within urban areas for fiscal years 1962 and 1963 at the same level as for fiscal 1961 and under the same basic pattern as heretofore adopted by Congress.

Mr. President, the so-called D-fund addition to the 1962-63 primary, secondary, and urban extension system authorizations constitutes another forward-looking effort to place the Federal Government in a proper role of helping States accelerate their secondary and primary highway activities in areas which may be causing them abnormal problems or which may otherwise be of special concern.

The Senate has recognized this principle and has taken forthright action concerning it on numerous occasions in recent years on aid for depressed areas legislation, community facilities measures, and others.

Mr. CASE of South Dakota. Mr. President, will the Senator yield, in order that I may offer the amendment of which he is a cosponsor?

Mr. RANDOLPH. I yield.

Mr. CASE of South Dakota. Mr. President, I offer for myself, the Senator from West Virginia [Mr. RANDOLPH], the Senator from Oregon [Mr. LUSK], and the Senator from Colorado [Mr. ALLOTT], an amendment on page 13, line 5.

The PRESIDING OFFICER. The amendment will be stated.

The LEGISLATIVE CLERK. On page 13, line 5, it is proposed to add the following:

(g) Subsection (5) of subsection (b) of section 104 of title 23, United States Code, is amended by striking out the last sentence thereof.

Mr. CASE of South Dakota. Mr. President, the amendment is one which I understand is desired by the officials of the Bureau of Public Roads, which has been administering the program. The amendment would repeal the limitation on the cost estimate, so far as the 1,000 miles is concerned, and would include it in the total cost to be reported to the Commissioner in the forthcoming estimate of costs.

I understand that if the amendment is not satisfactory to the Bureau of Public Roads, it will be dropped in conference.

I have discussed the amendment with the senior Senator from Michigan, who I understand is agreeable to accepting it.

Mr. McNAMARA. Speaking for the subcommittee, and, I hope, speaking for the full committee, the chairman of which is present, I shall be glad to accept the amendment with the proviso stipulated by the Senator from South Dakota.

Mr. CASE of South Dakota. If the amendment is not acceptable to the Bureau of Public Roads, it will be dropped in conference.

The PRESIDING OFFICER. Without objection, the amendment is agreed to.

Mr. RANDOLPH. Mr. President, I am appreciative of the action of the diligent Senator from South Dakota in present-



ing the amendment. I feel that the action just taken is important.

The amounts recommended for additions—\$100 million annually for fiscal 1962 and fiscal 1963—would be available for expenditure and could be under contract 6 months prior to the beginning of the fiscal year for which authorized. But any apportioned amounts remaining unexpended would lapse. This provision differs from the regular authorizations for the A-B-C system which would be available for expenditure in the same manner as funds for these highways are made available under present law, namely, for 2 years after the close of the fiscal year for which such funds are authorized.

It should be emphasized anew that although these funds would assist States like West Virginia and others having chronic labor surplus areas—if their highway administrations alertly plan for their usage and schedule them properly—the fact is that all States will share under the same apportionment formula and on the same two Federal dollars for one State dollar matching basis.

I urge most earnestly therefore, that the Senate agree to the position taken by the Committee on Public Works in recommending this amendment as a part of the bill before us.

I thank the Senator from Michigan for his recognition of the validity of this particular matter in the pending bill.

Mr. McNAMARA. I thank the Senator from West Virginia.

Mr. FULBRIGHT. Mr. President, will the Senator from Michigan yield?

Mr. McNAMARA. I am happy to yield.

Mr. FULBRIGHT. I am not clear about the effect of the sliding-scale ratio of contributions. I notice on page 12 of the report that the percentage of contributions by States which receive these funds is changed. Could the Senator from Michigan explain that matter a little more clearly?

Mr. McNAMARA. This provision relates to the sliding scale for public lands States. They are spelled out in the bill.

Mr. FULBRIGHT. The percentage of contribution is changed. Do I correctly understand that for all roads in Alaska, Alaska contributes only 3 or 4 percent of the cost? Or what percentage does Alaska contribute?

Mr. McNAMARA. That was the increase, I believe, in the amount.

Mr. KERR. Mr. President, will the Senator yield?

Mr. McNAMARA. I yield to the Senator from Oklahoma.

Mr. KERR. The bill changes the formula with respect to the requirement for contributions by public-land States. The report contains the formula which sets forth the amount of money required to be contributed by each of a number of public-land States.

Mr. McNAMARA. That formula is on page 14 of the report.

Mr. KERR. The table sets forth the amounts to be contributed by the respective States in order to enable them to receive the amounts specified to be contributed by the Federal Government.

Alaska will receive \$36,768,519 in the 1961 apportionment of A-B-C funds, without considering the additional \$100 million in the D funds. Alaska's contribution will be \$1,963,725. It had been \$5,940,877.

Mr. FULBRIGHT. I should like to know why that change in the formula was made.

Mr. KERR. I should be glad to have the chairman reply to the Senator's inquiry.

Mr. FULBRIGHT. It was a very small portion of the contribution already, was it not?

Mr. McNAMARA. It was changed at the request of the Senator from Alaska, who pointed out the tremendous amount of public lands in Alaska and the problem of providing necessary roads.

Mr. FULBRIGHT. I do not see how Alaska can have many problems. If I understand the problem correctly, Alaska gets \$41 million. I notice that Arkansas gets about \$13,500,000. I do not see how Alaska, having a population of 150,000, can have any problem if it receives \$41 million. With that amount, Alaska ought to build everybody a private road.

What is the population of Alaska?

Mr. GRUENING. It is 225,000.

Mr. FULBRIGHT. That includes all the military personnel who are stationed there temporarily.

Mr. GRUENING. Mr. President, may I reply to the distinguished Senator from Arkansas?

Mr. FULBRIGHT. I should be glad to have the Senator explain the situation.

Mr. GRUENING. Alaska had been totally excluded from Federal highway aid until 1956, although it paid all taxes. After 1956 we were included on a reduced basis but still excluded from the Federal aid throughway program.

The President proposed a superhighway program, the throughway program on a long-range bonding basis. Congress agreed to the program, but not to the method of financing. Congress provided, instead, that the plan should be a pay-as-you-go plan, with additional taxes imposed on tires, trucks, trailers, and gas. There was only one respect in which the President and Congress agreed, and that was that Alaska should be excluded from the benefits of the program, but included in the taxation.

Mr. FULBRIGHT. Before 1956, was Alaska excluded?

Mr. GRUENING. It was totally excluded from the Federal-aid highway program.

Mr. CHAVEZ. It has been only of late that Alaska has come into the picture.

Mr. FULBRIGHT. I realize that Alaska has been a part of the Union for only a short time, but I do not understand that that is a reason for Alaska to get \$41 million.

Mr. GRUENING. Puerto Rico, which pays no Federal taxes, was included. Hawaii was included. Alaska was the only area discriminated against.

As a result, if the Senator goes to Alaska—as I hope he will—he will find that the majority of communities are not connected by highways or railways.

I cannot imagine such a situation in Arkansas.

Mr. FULBRIGHT. I did not understand the Senator from Oklahoma to say that this was so. I hope the record will be clear. Does the Senator from Oklahoma agree that Alaska was excluded completely?

Mr. KERR. I believe the record shows that appropriations were made for Alaska before this year through a highway allocation of some \$80 million. In addition, there was appropriated to a special highway building agency in Alaska, in the Department of the Interior bill, during those years, about \$186 million, in addition to the \$75 million or \$80 million which was allocated to the Territory of Alaska in the regular apportionments in which all States participated.

Mr. BARTLETT. Mr. President, at this point will the Senator from Oklahoma yield?

Mr. KERR. I do not have the floor. I am just answering the question the Senator from Arkansas asked.

So either prior to 1959 or until 1956, Alaska, in one way or another, aside from the \$80 million that was spent on the Alcan Highway, received about \$260 million to \$275 million in highway funds.

Mr. FULBRIGHT. Did Alaska make any matching contributions to those funds?

Mr. KERR. I think that in that period of time Alaska provided, as matching, in the neighborhood of \$20 million.

Mr. RANDOLPH. That is correct.

Mr. FULBRIGHT. Or roughly 5 percent.

Mr. KERR. Well, according to the relationship that \$80 million bears to \$270 million or \$280 million.

Mr. FULBRIGHT. I do not understand why Alaska is such a special object of concern on the part of this committee and is to receive such special benefits.

Mr. GRUENING. Because Alaska was an object of discrimination for a century.

Mr. FULBRIGHT. But this measure provides for special benefits for Alaska.

Mr. McNAMARA. No. Let me say that on page 13 of the report, the committee states that:

The committee realizes that the amendment will not require the expenditure of additional Federal funds, nor divert any Federal funds from any other State.

Mr. FULBRIGHT. I cannot understand that.

Mr. McNAMARA. This measure does not take a dime away from any other State.

Mr. FULBRIGHT. But Arkansas pays taxes. How much taxes will Alaska pay to the Federal Government this year? What would the Senator estimate the amount to me?

Mr. GRUENING. The amount of our Federal income taxes?

Mr. FULBRIGHT. Yes.

Mr. GRUENING. In the neighborhood of \$50 million; and that does not include all the taxes paid outside of Alaska by people who obtain their profits from Alaska.

Mr. FULBRIGHT. But under this bill, Alaska will receive \$4 million of the total of \$12 million.



Mr. GRUENING. But before now, Alaska did not receive anything.

Mr. FULBRIGHT. But before now, Alaska was not a State.

Mr. GRUENING. Before now, Alaska was not a foreign country, either. If Alaska were now a foreign country, no doubt the Senator from Arkansas would not wish to have a nickel cut from the amount Alaska would receive. But, fortunately, Alaska is under the American flag.

Mr. FULBRIGHT. The Senator from Oklahoma has said that aside from the \$80 million spent on the Alcan Highway, Alaska received approximately \$260 million or \$275 million of highway funds. But does the Senator deny that in relationship to those funds, Alaska paid only a very small amount by way of matching funds?

Mr. GRUENING. But 99 percent of Alaska is Federal domain; and all of that vast area, held in the hands of the Federal Government, was not subject to taxation for revenue-raising purposes.

Mr. FULBRIGHT. Of course not—but not because it is held by the Federal Government—but because it is covered by ice and snow. Is not that the reason?

Mr. GRUENING. But Alaska cannot impose taxes on the 99 percent that is in the Federal domain.

Mr. FULBRIGHT. I am not talking about that.

I was asking the chairman why Alaska, with about 200,000 people, is to receive \$41 million from this measure, whereas Arkansas—

Mr. McNAMARA. As I tried to explain—

Mr. FULBRIGHT. But I do not understand the formula.

Mr. McNAMARA. The formula is based on three factors: Area, population, and the postal miles in the State.

Mr. FULBRIGHT. The coastal miles?

Mr. McNAMARA. No, the postal miles.

Mr. CHAVEZ. The only reason for this bill is that the Constitution of the United States includes a short paragraph that—

The Congress shall have power \* \* \* to establish post offices and post roads.

Mr. FULBRIGHT. How many miles of post roads are there in Alaska?

Mr. CHAVEZ. That is the point.

Mr. BARTLETT. There are not 5,000 miles of roads in Alaska, all told.

Mr. FULBRIGHT. How many miles of postal roads are there in Alaska?

Mr. CHAVEZ. Whatever the amount, it is very small. But the area of Alaska is greater than the area of Texas.

Mr. FULBRIGHT. I understand that.

Mr. CHAVEZ. And area is one factor included in connection with the formula.

Mr. FULBRIGHT. The area of the State?

Mr. CHAVEZ. Yes, as part of the formula for receiving these payments. The formula is based one-third on population, one-third on the area of the State, and one-third on the mileage of postal roads. Of those, the only large one, for Alaska, is the area of the State.

Mr. FULBRIGHT. Has this formula been in effect all along?

Mr. CHAVEZ. Since 1916.

Mr. KERR. Mr. President, will the Senator from New Mexico yield?

Mr. CHAVEZ. I yield.

Mr. KERR. The formula for the A-B-C money allocation is based on area, population, and postal roads. But in the formula there is a provision that the part of the area of a State which is public-land area or public-domain area shall be compensated for by having the Federal Government provide the amount of money which the State would provide if that area were not public domain.

If the Senator will examine page 14 of the report, he will see the difference between the situation under this amendment and the situation under existing law. Under existing law, before the adoption of this amendment, Alaska would have received the same amount of money—\$36,768,519—for her A-B-C funds, but she would have put up \$5,940,877.

Under this amendment Alaska puts up only \$1,963,725. The entire group of public lands States would have gotten the sum of \$199,922,537, but under present legislation would have put up \$112,394,488, to match it.

Under this amendment the same group of States will put up \$99,905,823—or a difference of \$12,488,665 which is required to be put up by this group of States, in order to secure the \$199,922,537.

Mr. FULBRIGHT. That is what drew my attention to this. This formula appears to be designed specifically for the benefit of Alaska; Alaska is to be the biggest beneficiary. Alaska will save \$3,977,000, in contrast to California, which is of quite considerable size. But California will not get as much as Alaska will. Why is that so? What is the reason for it?

Mr. McNAMARA. I repeat that it is because of the large part of Alaska that is public domain owned by the Federal Government.

Mr. FULBRIGHT. What difference does that make?

Mr. McNAMARA. The formula applies equally to California and to Alaska.

Mr. FULBRIGHT. Why, under this amendment, is the formula changed? Under the old formula, the contribution would be a little more than 10 percent.

Mr. BARTLETT. I offered the amendment, and I shall be glad to explain it.

Mr. FULBRIGHT. I congratulate the Senator from Alaska on getting the committee to adopt it.

Mr. BARTLETT. I think it is justified.

Mr. FULBRIGHT. Why is it justified?

Mr. BARTLETT. Because it is not aimed particularly for the benefit of Alaska.

Mr. FULBRIGHT. But Alaska is the principal beneficiary.

Mr. BARTLETT. Yes, and there is a good reason for that. The amendment is for all the public-domain States. The reason for it is that we feel—and the committee agreed—that when land is put in reserve status by the U.S. Govern-

ment, from the public domain, and thus is taken away from constructive use and is not available for the imposition of taxes, the contributions of the States for matching purposes should be proportionately diminished. It seems to me it is eminently good sense to do that.

Why should that area be included within the total for matching purposes, when Uncle Sam has taken it out of the public domain, and has dedicated it to the use of the Federal Government? There should be compensation in that connection—a sort of reverse of payments in lieu of taxes, as it were. And that is just what this measure proposes to do.

Mr. FULBRIGHT. But my State matches to the extent of 50 percent—in other words, under the regular formula—for all its contributions, except for the very small amount that is in the public domain.

Mr. BARTLETT. Long ago Congress decided, with reference to the public-domain States—

Mr. FULBRIGHT. Not on the basis of this formula. This formula was developed just this year.

Mr. McNAMARA. Just because Alaska came into the Union just this year—

Mr. FULBRIGHT. This is just for Alaska.

Mr. McNAMARA. No, it is not. It affects all the public-domain States which are listed, and is not just for Alaska.

Mr. FULBRIGHT. But Alaska will receive one-third, I believe, or one-fourth of the total amount. Alaska will receive \$4 million, in round numbers, of the \$12 million total.

Mr. McNAMARA. \$12,500,000.

Mr. BARTLETT. Alaska has more public domain than the other Western States do.

Mr. FULBRIGHT. I do not see that that has anything to do with it.

Mr. BARTLETT. It has everything to do with it.

Mr. McNAMARA. This formula has been in effect for more than 20 years.

Mr. FULBRIGHT. Not this formula.

Mr. McNAMARA. Yes, the same formula.

Mr. GRUENING. Yes, the same formula. It is now applied to Alaska because Alaska has just come into the Union.

Mr. FULBRIGHT. I would think the old formula, where there was only \$5,900,000 out of \$36 million, would be quite favorable. I wish we could get such treatment.

Mr. BARTLETT. That land is privately owned land and thus has reached a tax status. We cannot hope public land to return taxes.

Mr. McNAMARA. If the land the Senator is referring to were public land, it would receive that kind of treatment.

Mr. FULBRIGHT. Nobody is living on it. Most of it is uninhabited land. It would not pay any taxes. It would open it up to the Eskimos. How much can be gotten out of Eskimos on the ice cap? That does not seem to me to be a relevant factor.



Mr. McNAMARA. The Senator's point goes back to the question of whether Alaska should have been admitted to the Union. It is a little too late to consider that question.

Mr. FULBRIGHT. I do not know if we can afford to have them come into the Union, if this is what is going to be done.

Mr. BARTLETT. No State is going to be denied a dollar of road money by this provision.

Mr. CASE of South Dakota. Mr. President, some of us had understood there would be a vote at about 8 o'clock. One Senator on this side hopes to catch a plane, and would like to offer an amendment. I wonder if the Senator will yield for that purpose?

Mr. FULBRIGHT. I understood the Senator from Alaska to say that if Alaska were not a part of the Union, it would get foreign aid. Why does not he apply for foreign aid?

Mr. GRUENING. Because we prefer to be in the Union.

Mr. JAVITS. Mr. President, will the Senator yield so that I may offer an amendment?

Mr. McNAMARA. I yield for that purpose.

Mr. JAVITS. Mr. President, I send an amendment to the desk, which I ask to have stated. I wish to announce that I offer this amendment for myself, my colleague from New York [Mr. KEATING], and the Senator from Minnesota [Mr. HUMPHREY].

The PRESIDING OFFICER. The amendment offered by the Senator from New York, for himself and other Senators, will be stated.

The CHIEF CLERK. It is proposed, at the end of the bill, to insert the following:

(g) The definition of the term "construction" in section 101 of title 23, United States Code, is amended to read as follows:

"The term 'construction' means the supervising, inspection, actual building, and all expenses incidental to the construction or reconstruction of a highway, including locating, surveying, and mapping (including the establishment of temporary and permanent geodetic monuments in accordance with specifications of the Coast and Geodetic Survey in the Department of Commerce), costs of rights-of-way (including the cost of relocation of building tenants), and the elimination of hazards of railway grade crossings."

Mr. JAVITS. Mr. President, this amendment proposes to equalize the roads program with other Federal Government programs, namely the urban renewal program and the Federal construction program. Where we have already decided in the Senate to help the local communities with the problem of tenant relocation under urban renewal, the United States participates in the first \$200 for individuals and families, where relocation is necessitated by the urban renewal clearance program, and the first \$3,000 for business. This amount is paid entirely by the United States. The rest is part of the project cost.

The other day the Senate passed S. 2583, providing for the reimbursement of tenants for moving expenses where the United States itself acquires the land.

In respect to the road projects, I have an estimate, which is a little dated, but I think is still valid in terms of our problems in New York. For example, more than 9,000 families must be relocated in connection with projects on the interstate highway system. The average estimate of what it costs to relocate such a family is somewhere between \$200 and \$500.

I heard the discussion between the Senator from Arkansas and the Senator from Alaska about who pays taxes for whom. I call attention to the fact that the people of New York State pay 20 percent of the tax load. That is something of a neat figure of \$12 to \$14 billion a year. So we do pay our taxes, and, of course, we never get back anything remotely close to what we pay; nor can we. At the same time, while we are glad to go along with these programs which are so beneficial to western areas and unsettled areas like Alaska, we also want recognition of our problems in congested places like New York City, where families are displaced and where the road plan is different from the other plans in which the Federal Government is engaged.

It is for those reasons that I offer the amendment. The Senator from Minnesota [Mr. HUMPHREY], unfortunately, is not in the Chamber. He and I had an agreement that if he were here and offered the amendment, he would offer it for me; if I were here, I would offer it for him. My colleague [Mr. KEATING] joins me, having succeeded Senator Ives, who was on this proposal with me for a long time.

Mr. KEATING. Mr. President, I simply want to add to the very fine discussion my colleague [Mr. JAVITS] has made that, by the very nature of things, the families who are displaced as a result of the road program are families in the low or modest income group, who are particularly entitled to consideration under the bill.

I very much hope the committee, whether or not it has thoroughly digested the amendment, at least could take the bill to conference in order that the Bureau of Public Roads might have an opportunity to pass on the amendment and consider it, because it is strictly in line with what we are doing with regard to the housing program.

Mr. CASE of South Dakota. Mr. President, will the Senator yield?

Mr. KEATING. I yield.

Mr. CASE of South Dakota. Let me say to the distinguished Senators from New York I recognize that there is a real problem for the people who are required to move and who do not have fee title in the property that is acquired. I assume the people to whom the Senators refer are largely tenants who are required to move.

Mr. JAVITS. Yes.

Mr. CASE of South Dakota. I doubt if under existing law the Federal Government has authority to pay them for that kind of leasehold, if they are tenants. There is provision in existing law whereby, if property is acquired, and the leaseholder has fee title, he can receive some compensation for moving expenses.

Personally, I have no objection to taking the amendment to conference, in order that we may explore it, or I would be willing to agree that we would give the matter careful consideration and have hearings in January, when the committee will be considering the estimates for cost for the entire Interstate Highway System.

Mr. JAVITS. I thank the Senator for his consideration.

Mr. CHAVEZ. Mr. President, I think there is merit in the amendment of the Senator from New York. However, it brings in many new matters. I think it is worth exploring, and I assure the Senators from New York that the Committee on Public Works will explore it early in the next session. I shall see that complete and adequate hearings are held. If necessary, we will go into the field itself to look into the situation. But I do not believe we should even take it to conference at this particular time.

Mr. JAVITS. Mr. President, we know full well that unless the Senator is willing to take the amendment, it will be rejected. I believe it is so unfair to reject it, really, when we consider the fact it is now the rule in other programs which are called demolition programs, where houses are torn down, as in urban renewal and in Federal construction and that this is an exception to the rule. I would rather, if the Senator will give me that assurance, which he has—and my colleague from New York [Mr. KEATING] has told me it is satisfactory to him—withdraw the amendment.

Mr. CHAVEZ. I feel that under the circumstances the Senator would be in a preferable position to carry forward his ideas if we had hearings and presented a brandnew proposal.

Mr. KEATING. Mr. President, will the Senator yield?

Mr. JAVITS. I yield.

Mr. KEATING. I wish to express my personal gratitude to the distinguished Senator from New Mexico for his very fine attitude. I have full confidence we will receive an adequate hearing in the early part of the next session. I rely entirely upon that assurance, and I join with my colleague in expressing appreciation.

Mr. CHAVEZ. I thank the Senator from New York.

Mr. JAVITS. I will say to my colleague and to the chairman of the committee, in all fairness, the bill has been before the Senate a long time. There have been reports from the various departments of Government. The bill has been before the committee. We would not think of bringing the matter up precipitously. This is the first time we have received some comfort from the chairman of the committee that it will really be given thorough consideration. I am so confident in the equity of the proposal that I believe we will get results if it is carefully examined. The situation is very unfair, as it stands.

Mr. CHAVEZ. The proposal will be carefully examined.

Mr. JAVITS. I thank my colleague.

Mr. President, I withdraw the amendment.



Mr. CHURCH. Mr. President, the committee deserves congratulations for the action it has taken with respect to forest roads although it did not act as vigorously as I believe the situation warrants.

I commend the committee for the increase in the authorization. This, coupled with the committee view that additional funds may be sought when condemnation is needed to secure access to national forest timber, will be helpful. The Department of Agriculture should now proceed to follow the committee instructions and vigorously utilize its authority of eminent domain. Unfortunately in the past the Department has not vigorously applied its authority of eminent domain.

The Senator from Washington [Mr. MAGNUSON], the Senator from Arizona [Mr. HAYDEN], the Senator from Washington [Mr. JACKSON], the Senators from Montana [Mr. MURRAY and Mr. MANSFIELD], and the Senator from Oregon [Mr. MORSE] have shown real leadership in trying to provide a well rounded forest road program.

Their efforts over the last several years have brought about a growing awareness of the importance of forest roads. I am pleased that the committee has been partially responsive to the need.

The decision to have the committee go into the situation further is absolutely essential if the unsolved problems are to be met.

I want to cite a portion of a report dealing with the national forests in Idaho made to me earlier this year by the Forest Service:

Access road problems are more acute on some North Idaho forests than others. The problem, however, is common enough to merit attention on a regionwide basis.

For many years timber harvesting was limited by economic necessity to the most accessible timber stands containing a preponderance of the preferred tree species. Vast blocks of timber in the back country remain unroaded even today. It is to these blocks that cutting must now be directed if the full sustained yield capacity of the State's national forests is to be realized.

Large well-financed operations can invest the sums of money required to construct expensive roads in advance of cutting. This is not true of many of the medium- and small-sized operators and these are the people who are most dependent upon national forest timber if they are to continue in business.

Main haul timber access roads built with appropriated money would allow all operators to bid for timber tracts of the sizes and character best suited to their needs. The cost of such roads is self-liquidating because of the enhanced timber values. Road-building by operators would then be limited to less costly sections necessary to harvest timber stands contiguous to main access roads. Construction of such roads is generally within the financial abilities of even the smallest operators.

Main line roads in place also offer access to the many other resources of the national forests. Livestock operations are facilitated. Big game harvests suited to herd numbers are more readily obtained. Outdoor recreation is opened up to increased numbers of visitors without crowding.

In fiscal year 1959 the Forest Service sold only two-thirds of its allowable cut in Idaho. It could sell up to 931 million board feet, but only 612 million feet were

cut. This gap between volume available and volume cut is an economic loss to Idaho. If this additional 300 million board feet of timber were available through easy access, our economy would be stimulated by \$25 million or more. Mills which may be forced to close or curtail operations would have the opportunity to secure forest timber.

There would be increased Treasury revenues to the extent of perhaps \$2½ million. Our local governments in turn would realize over \$600,000 in added payments in lieu of taxes.

The Federal Government has a direct responsibility to open up these forests under the principles of multiple use and sustained yield. This policy was reaffirmed and expanded by Public Law 86-517, signed into law on June 12, 1960.

This bill defines multiple use and sustained yield in such a way that there is no doubt that the Department of Agriculture must act with vigor to implement these policies.

I can speak only for Idaho and its needs. The national forests in Idaho must have access if they are to bring their full benefit to our State's economy.

This is the fourth road bill upon which the administration has been able to express a view. In 1954 the authorization was \$22½ million a year for forest roads—in the bill before us it will be \$35 million for 1962 and \$40 million for 1963. Every year this administration has opposed an increase in the authorization. For the last two acts the administration has suggested no authorization be provided.

The Democratic Congress has shown its determination to help our Forest Service meet its responsibilities. I applaud the action by the committee. The increase provided in this act almost equals the total increase for the last three acts. This shows our willingness to do the job that must be done.

Mr. MANSFIELD. Mr. President, it is my understanding that the distinguished junior Senator from New Mexico [Mr. ANDERSON] engaged in a colloquy with the chairman of the subcommittee [Mr. McNAMARA] in regard to the proposed road legislation, and the Senator from New Mexico was assured, and I know this was done with the full concurrence of the distinguished senior Senator from New Mexico [Mr. CHAVEZ], that the request for the three park access roads receiving money under the public land authorization was reasonable and that about \$2 million for these three roads—Cooke City, Mont.; Gila, Ariz.; and Staircase, Wash.—would be and could be allocated by the Bureau of the Public Roads; is that correct?

Mr. McNAMARA. That is correct. The money is available to the Bureau if the Bureau wishes to allocate it in that manner.

Mr. MANSFIELD. Mr. President, the Senator from Michigan [Mr. McNAMARA] has demonstrated again his capability to bring before the Senate a bill and a report which endeavors to promote progress. This he has achieved in the road bill and I extend to him my warm congratulations. The Senator from Michigan [Mr. McNAMARA] is a man who

places the public interest at the apex of his efforts.

The committee has mentioned the needs of three roads across national forests which provide essential access to national parks.

In the case of the Red Lodge-Cooke City entrance to Yellowstone Park, the situation is acute. This road, traversing national forest all the way, goes from Montana, into Wyoming, then back to Montana, and then into Yellowstone Park. The road does not directly serve Wyoming's interests, and therefore that State has been reluctant to put its forest highway money into its improvement.

Yet it is in the national interest that the road be improved for it is an outstanding entrance to this wonderful park. I ask unanimous consent that two newspaper articles and a report from the Montana Highway Department be made a part of the RECORD at this point.

There being no objection, the articles and report were ordered to be printed in the RECORD, as follows:

[From the Great Falls (Mont.) Tribune, May 29, 1960]

#### RED LODGE-COOKE CITY ROAD REPAIR CALLS FOR UNITED SUPPORT

Perhaps no other well-established highway of such importance in Montana has ever been left so badly in the lurch. Montanans and visitors from afar for a quarter of a century have thrilled to the awe-inspiring splendor of the Red Lodge-Cooke City route to Yellowstone National Park. Much needed maintenance and repair work is now at a standstill due to the jockeying of four governmental agencies to avoid responsibility for upkeep of the route, in which each rate a technical share.

There is perhaps validity in the reasons given respectively by the National Park Service, the Forest Service, the Montana Highway Commission and the Wyoming Highway Commission for ducking the whole maintenance job.

The National Park Service and the Forest Service have offered to put from \$130,000 to \$140,000 in the pot for maintenance of the road by either the Montana or Wyoming highway department or both.

So far, there have been no takers, but we believe a workable financing solution can be found when the agencies concerned get together on a positive approach with the view to getting the job done.

It should not be long delayed.

#### AGENCY TO CONSIDER ROAD MAINTENANCE

Thirty-five miles of the 59½-mile route, a spectacular entrance to Yellowstone Park, lie in Wyoming and 20 miles are in national forest.

Wyoming does not want to maintain its part until another road is completed to it through Wyoming.

The National Park Service presently maintains the highway but the NPS claims its budget will no longer permit maintenance.

The NPS has offered to make \$65,000 to \$70,000 available to either or both the States for the maintenance, and the Forest Service offered to match the funds made available by the Park Service.

The two agencies felt this amount would be adequate to carry on the actual maintenance and would leave a small amount available for restoration.

The proposed agreement would be intended only as an interim arrangement until such time as the entire route could be reconstructed.



FEBRUARY 15, 1960.

INTER-DEPARTMENTAL MEMORANDUM, STATE  
HIGHWAY COMMISSION OF MONTANA  
COOKE CITY-PARK APPROACH HIGHWAY  
From C. J. Thompson, preconstruction  
engineer.  
To Fred Quinnell, Jr., State highway en-  
gineer.

Herewith is a tabulation of mileage in  
national forests in Montana and Wyoming,  
and also the construction sections, which  
are shown on the straight-line diagram.

All of the road known as the Cooke City-  
Park Approach Highway, 59.659 miles in  
length, is located within the three national  
forests, Custer and Absarokee in Montana  
and Shoshone in Wyoming, and thereby  
qualifies for Federal land money.

This section of road starts at the Yellow-  
stone National Park boundary and termi-  
nates at the west end of Forest and Primary  
Route No. 28 at about 8.7 miles southwest  
of Red Lodge in the proximity of Richel  
Lodge.

	Miles
Montana-----	24.147
Wyoming-----	35.512
Total-----	59.659

Mr. Lon Garrison, Superintendent of Yel-  
lowstone National Park, stated on February  
2, 1960, that an estimate of \$40,000 per mile  
had been made for resurfacing the entire  
section of 60 miles for a total of \$2,400,000.  
This would not include any additional con-  
struction nor replace the deteriorated guard  
rail which, he stated, is in very bad repair,  
some of which has been removed, and other  
sections may fall of their own weight.

Mr. MANSFIELD. Mr. President, my  
senior colleague, [Mr. MURRAY] deserves  
a large share of the credit not only for  
devising this solution to our problem but  
also for bringing together two other  
similar problems in New Mexico and  
Washington and urging their solution.

He could have elected to try to solve  
only Montana's problem, but that is not  
his way. He has always endeavored to  
work cooperatively with his colleagues  
whenever a common interest exists.

I congratulate the senior Senator  
from Montana [Mr. MURRAY] for another  
accomplishment—one which advances  
the cause of conservation and wise use of  
public lands.

I also express my appreciation to the  
committee for agreeing to the additional  
funds provided for forest development  
roads. This increase, which will pro-  
vide \$35 million in 1962 and \$40 million  
in 1963 is the largest one ever made.  
Our colleagues in the House, Repre-  
sentatives Buckley and Fallon, and es-  
pecially Representatives Johnson and  
Baldwin of the Public Works Commit-  
tee, are to be congratulated. I would  
also add that Representative Lee Met-  
calf did an outstanding job in securing  
this increase in the authorization. The  
Senator from Utah [Mr. Moss] accom-  
plished a great deal in his effort to se-  
cure improvements in the forest road  
program. I am confident that he will  
follow through on the committee study  
recommendations in his usual fair, ca-  
pable, and thorough manner.

Mr. GRUENING. Mr. President, the  
senior Senator from Washington [Mr.  
MAGNUSON] has a statement in regard to  
the bill, H.R. 10495, but he does not de-  
sire to delay the vote on the bill. I  
therefore ask unanimous consent that

his statement may be printed in the  
RECORD, before the vote is taken.

There being no objection, the state-  
ment was ordered to be printed in the  
RECORD, as follows:

## STATEMENT BY SENATOR MAGNUSON

The Public Works Committee has brought  
before us a bill which will do much to ad-  
vance our road program.

I am especially pleased with the substan-  
tial increase in funds for forest develop-  
ment, roads and trails. The present au-  
thorization of \$30 million will go up to \$35  
million in 1962 and \$40 million in 1963.  
This will be helpful but I point out that the  
increase is modest in relation to the need.

The bill does not contain an amendment  
suggested by myself and Senator HAYDEN to  
round out the road authority of the Forest  
Service.

Our amendment had four major purposes.

1. It would require that the criteria of  
long-range economy be applied to forest  
roads.

2. It would properly authorize timber pur-  
chaser road construction.

3. It would permit the Secretary to col-  
lect deposits for work to be done rather than  
rely solely in requiring that work be done.

4. It would permit the granting of ease-  
ments and, where mutual needs exist, the  
conditioning of the privilege to cross the  
national forests on the receipt by the United  
States of the right to remove its timber.

In the last Congress extensive hearings  
were held by Senator GORE throughout the  
West. I was under the impression that the  
dimensions of the problem were well identi-  
fied.

Certainly the position of the large timber  
companies is well known. They like the  
situation as it is.

I think the committee should have acted  
positively and adopted the amendment that  
we offered. It did not.

It has, however, done two things which I  
consider worthy of commendation. A sub-  
committee on forest roads headed by the  
able Senator from Utah [Mr. Moss] has  
been empowered to look into the forest road  
problem. I know of no one I would rather  
see handle this task. Senator Moss has a  
judicial temperament, a passion for hard  
work and he is a fair man.

I hope that his subcommittee will go right  
to work on finding a solution.

I am also pleased with the committee re-  
port. It calls attention to the problem and  
it—more significantly—instructs the Forest  
Service to proceed to the full limit vigorously  
with condemnation where public timber is  
locked up.

In order that there will be no doubt of  
the dimensions of this problem, I refer at  
this point the pertinent portions of a March  
1960 audit report by the Comptroller Gen-  
eral.

## SUMMARY

Based on our review, it is our opinion that,  
generally, progress is being made in the  
region in complying with central office in-  
structions aimed at correcting the deficien-  
cies set forth in our reports to the Con-  
gress on prior audits of the Forest Service.  
However, on one of the matters previously  
reported, namely the need to obtain rights-  
of-way over non-Federal lands to harvest  
national forest timber, serious problems re-  
main to be solved. Our comments on this  
subject relating specifically to the Snoqual-  
mie National Forest and on certain less im-  
portant matters are contained in the fol-  
lowing sections of this report.

## NEED FOR SOLUTION OF RIGHT-OF-WAY PROBLEMS IN THE SNOQUALMIE NATIONAL FOREST

Lack of rights-of-way to build roads across  
privately owned lands or to use existing pri-  
vately owned roads for hauling national for-

est timber has forced the postponement of  
planned sales, prevented the attainment of  
annual allowable cut, and prevented the  
harvesting of many millions of board feet  
of overmature and blown-down timber in  
the Snoqualmie National Forest. Although  
in many cases negotiations to obtain rights-  
of-way have been unsuccessful over a period  
of years, the region has not made much use  
of the Government's right of condemnation.  
Also, in many cases during these years there  
were long periods of inactivity during which  
negotiations were not conducted.

In August 1959 the Snoqualmie National  
Forest had 25 unresolved right-of-way cases  
in various working circles. Listed below are  
the years in which negotiations commenced  
on the 25 unresolved cases:

	Number of cases
1948-----	1
1951-----	1
1954-----	2
1955-----	2
1956-----	5
1957-----	6
1958-----	3
1959-----	5
Total-----	25

We were told by the Forest Supervisor  
that lack of manpower had at times forced  
postponement of work on right-of-way prob-  
lems in order to perform other necessary  
work.

Our review of Forest Service records in  
May 1959 indicated that rights-of-way were  
needed to gain access to more than 4 billion  
board feet of timber in the Snoqualmie Na-  
tional Forest. Of this total, about 80 million  
board feet located in various parts of five  
of the seven working circles in this forest  
was included in the timber planned for sale  
from the forest in 1958. Sales action on  
this timber was postponed because of right-  
of-way problems. The postponed sales had  
not been made at the time of our review in  
May 1959.

In two working circles—namely, Cedar  
River and Green River—allowable cut was  
not being achieved because of unresolved  
right-of-way problems. The extent of the  
undercut in recent calendar years in the  
Cedar River and Green River working cir-  
cles is shown below in million board feet:

[In million board feet]

	Annual allow- able cut	Actual cut charge- able to allow- able cut	Under- cut	Percent of al- lowable cut at- tained
Cedar River:				
1955-----	9.0	0	9.0	0
1956-----	9.1	0	9.1	0
1957-----	9.1	0	9.1	0
1958-----	9.1	0	9.1	0
1959 (6 months to June 30)-----	9.1	0		
Green River:				
1955-----	19.5	3.0	16.5	15
1956-----	19.5	16.0	3.5	82
1957-----	19.5	19.0	0.5	97
1958-----	19.5	8.2	11.3	42
1959 (6 months to June 30)-----	19.5	0		

The cutting in recent years in the Green  
River working circle was done primarily  
under two timber sales contracts awarded  
in 1955. At September 30, 1958, no timber  
remained to be cut under these contracts  
and no further sales had been made from  
that time to June 30, 1959.

Lack of rights-of-way has also prevented  
access to blown-down timber in the Mineral  
Working Circle and to overmature timber in  
the Green River working circle. In the  
Mineral working circle, about 50 million  
board feet of timber was blown down in  
November 1958. We were informed by a



forest official that about 10 million board feet of white fir and hemlock would seriously deteriorate if not harvested in the next 2 years and would be virtually worthless in 3 years. The Forest Service files indicated that, in the Green River working circle, overmature timber is badly in need of harvesting to prevent loss through decay. There are about 11.5 million board feet of overmature timber in this circle.

We noted that a new position was established at the Snoqualmie National Forest office in July 1959 and that one of the prime duties of the incumbent will be to assist the Forest Supervisor in negotiating solutions to the right-of-way problems. We believe that this action was worthy and urgently needed to help resolve the right-of-way problems.

#### RECOMMENDATION TO FOREST SERVICE

We believe that, to promote greater progress in effecting planned sales of timber and attaining the full allowable cut in all working circles, further delay in resolving the right-of-way problems in the Snoqualmie National Forest should be avoided and that effective action should be commenced and continued until the problems are settled. If further negotiations fail to provide satisfactory access rights within a reasonable time, we recommend that consideration be given by the Chief, Forest Service, to increased use of condemnation procedures, in accordance with the expressed policy of the Forest Service to condemn when negotiations are unsuccessful.

He shows that on one national forest in my State—the Snoqualmie—4 billion board feet of timber are tied up by lack of access. This is twice as much softwood sawtimber as exists in the entire State of Kentucky. In fact, you would have to add together all the softwood sawtimber in Oklahoma and Kentucky to exceed the volume of softwood timber tied up due to lack of access on this one national forest in Washington.

One access problem has been under negotiation since 1948 and it's still unsolved. Eleven cases have been under negotiation for from 4 to 12 years. Eighty million board feet in planned timber sales had to be postponed in 1958 alone due to lack of access.

In one working circle, 50 million board feet of timber was blown down in 1958. Ten million feet is now worthless—a total loss. The amount of timber blown down on this one working circle is three times as much as is cut in the national forests in Kentucky.

I serve notice here and now that I intend to make certain that the Forest Service uses its right of eminent domain and stops this wastage of a public resource by those who piously deny the Government access to its timber.

**The PRESIDING OFFICER.** The bill is open to further amendment. If there be no further amendment to be proposed, the question is on the engrossment of the amendments and third reading of the bill.

The amendments were ordered to be engrossed and the bill to be read a third time.

The bill was read the third time.

**Mr. MANSFIELD.** Mr. President, if the distinguished chairman of the subcommittee will agree, I should like to propound a unanimous-consent request; that the time for further debate on H.R. 10495 be limited to 20 minutes, 10 minutes to a side, with 10 minutes allocated to the Senator from Oregon [Mr. MORSE] and 10 minutes allocated to the chairman of the subcommittee [Mr. McNAMARA]; with the understanding that the Senate will then vote upon passage of the bill.

**Mr. McNAMARA.** Has the bill been read the third time?

**Mr. MANSFIELD.** The bill has been read the third time.

**Mr. McNAMARA.** I have no objection.

**Mr. MANSFIELD.** Mr. President, I make such a unanimous-consent request.

**The PRESIDING OFFICER.** Is there objection to the request of the Senator from Montana?

**Mr. KERR.** Mr. President, reserving the right to object—and I shall not object—could it be understood that at the end of the 20 minutes, 10 minutes for each side, there will be a quorum call, preceding the ye-a-and-nay vote?

**Mr. MANSFIELD.** Yes, indeed. There will be a quorum call.

**The PRESIDING OFFICER.** Is there objection to the request of the Senator from Montana? The Chair hears none, and it is so ordered.

The Senator from Oregon is recognized for 10 minutes.

**Mr. MORSE.** Mr. President, the Senator from Michigan [Mr. McNAMARA] is one of the most capable men in the Senate. The road bill he has brought before us today is ample proof of his wide and far-ranging capabilities.

This bill fully keeps faith with the 1956 Highway Act. In that legislation we set forth the policy that the ABC roads should be advanced each year. The administration has opposed this. By the decision to continue the ABC fund at \$925 million and provide \$100 million in the "D" fund, the net effect will be to keep the ABC roads on schedule.

These are the most important roads in our road network because they are the roads we use most heavily. It is on these routes that the school bus travels, the local and interstate trucks, the family going shopping, off on a picnic or on a visit to nearby relatives. These are the roads that enable the farmer to get his produce to market.

I congratulate the committee and the Senator from Michigan. I do have some reservations about whether the formula and procedure of the "D" fund will be fully effective in solving another problem which it attempts to meet; namely, that of labor surplus areas.

Here again I wish to congratulate the committee and the Senator from Michigan for their effort to meet a terrible problem. The Senator from Michigan [Mr. McNAMARA] has not stood idly by wringing his hands and saying something ought to be done. He has joined with the able Senator from West Virginia [Mr. RANDOLPH], to develop within the framework of the road bill, a device which will at least partially erase the blight upon our economic growth caused by chronic unemployment in certain areas. I am sure we will all watch with interest how effectively the Department of Commerce and the States channel this special \$100 million authorization into our labor surplus areas.

The committee has acted wisely on another vital program—forest development roads and trails. Faced with a Bureau of the Budget suggestion that no authorization at all be written, the committee has acted vigorously. It has in-

creased the authorization by a greater amount than ever before and done so in complete harmony with the House. The current authorization is \$30 million and in 1962 it will be \$35 million and in 1963, \$40 million. When this administration came into power in 1953 this authorization was \$17,500,000.

I recall that I was instrumental in raising the authorization to \$22,500,000 for the 1954-55 fiscal years. This increase actually occurred in the 1952 legislation and was concurred in by the Truman administration. Here was a \$10 million increase for a biennium. Since 1954, the Eisenhower administration has had the responsibility for suggesting proper authorization levels. In 1954, and in 1956, it urged no increase. Nonetheless, in 1954 Congress raised the authorization by \$3 million for the biennium fiscal years 1956-57. In 1956, the Democratic Congress raised the authorization by \$6 million for the biennium fiscal years 1958-59. In 1958 the Democratic Congress not only raised the authorization by \$6 million for the fiscal years 1960-61, but also provided a special \$5 million for fiscal year 1959. This was a total of \$11 million and the administration had said, "Don't write an authorization, we will have the Bureau of the Budget take care of this great program."

Now again this year when we are writing the authorization for fiscal years 1962-63 we find the same blind obstinacy to sound progress exhibited by the administration. In contrast, the Congress has granted a \$15 million increase for the biennium.

I can assure the Congress that this is money wisely spent. The committee fully recognizes this. Let me cite its report:

Forest development roads and trails are those routes of primary importance for the protection, administration, and development of the national forests and the use and development of resources upon which communities within or adjacent to the national forests are dependent. These roads and trails are necessary to economical marketing of timber on a sustained-yield basis from the national forests and other Federal land, and constitute an investment by the Federal Government that will return to the Treasury many times their cost.

The national forest system comprising an area of 181 million acres is located in 41 States and Puerto Rico. These forests are managed by the Forest Service of the Department of Agriculture under the concepts of multiple use and sustained yield, in order that the many natural resources may be used and enjoyed for all time by all the people of the United States. These forest lands are used for the grazing of livestock, healthful outdoor recreation, source of water supply for many cities, hydroelectric development, range for big-game animals, fishing on lakes and streams within the areas, and as a source of timber for all segments of the lumber industry.

The national forests are now a self-supporting enterprise with receipts from the sale of products exceeding \$122 million annually. Proper management of these forests require an adequate system of roads and trails to permit economic marketing of timber, salvage cutting, recreational and forage use, and protection from fire, insects, and disease. Financial losses occur every year to the Federal Government through inaccessi-



bility of mature timber available for harvest, or ability to promptly and completely salvage damaged timber. As the road and trail system is expanded the revenue to the Government increases, primarily through expanded timber sales.

I should also like to quote a brief paragraph from the House report.

In making this increase above the amounts presently authorized, the committee has been persuaded by the fact that every cent invested in timber access roads enhances the value of the Federal forests and returns in full the investment made by the Federal Government. The committee has made this increase in order to assure that the Forest Service will proceed to market under sustained yield practices the timber resources in need of prompt management, and to provide for the rapidly increasing recreational use on the national forest system.

Certainly these two expressions and the record of the last five Congresses should erase all doubt on the responsible interest that exists in our national forests.

I am pleased that the Senate committee will go further into the matter of how to unlock 40 billion board feet of national forest timber which is not now being marketed.

The able Senator from Utah [Mr. Moss] has earned the warm thanks of all who are genuinely interested in forest conservation for his efforts to improve the utility of the national forests.

I congratulate him for persuading the committee to plan on holding public hearings on forest roads. The major subjects set for inquiry are the pressing issues. There can be complete confidence that the Senator from Utah will make a full, fair, and extensive review.

The committee's instructions to the Department of Agriculture to utilize its authority of eminent domain vigorously is long overdue.

The western timber industry is divided into two parts—those who do not own timber and have long been dependent on public timber and those who own timber, largely sufficient for their own use but far too rarely managed on the principle of sustained yield. It is this latter group, whose holdings are often intermingled with the public timber, who, over the years, have exhibited such a narrow vision that they have assured that the general public will know that the "robber barons" of the old are real and still with us.

The clear instructions given in this report require no second reading to be understandable. It is up to the Department of Agriculture to start at once unlocking by condemnation those national forest areas where public use is denied through private control or private roads.

This procedure, which is fair and reasonable, will work and work well. Nor will it be costly. The timber unlocked will be sold under sustained yield, returning every penny invested in these forest roads.

Of even greater importance, this timber will preserve the economic life of many of our timber-starved western communities.

The Senator from Michigan [Mr. McNAMARA], his colleagues, and especially the Senator from Utah [Mr. Moss],

have done an outstanding job on the road bill and their report.

Mr. McNAMARA. I thank the Senator from Oregon. Unless some other member of the committee has something he wishes to say, I shall be glad to yield back my time.

Mr. HUMPHREY. Mr. President, will the Senator yield?

Mr. McNAMARA. I am happy to yield.

Mr. HUMPHREY. I ask unanimous consent to have printed in the RECORD at this point in my remarks a statement which I had prepared relating to the amendment offered by the Senator from New York [Mr. JAVITS].

There being no objection, the statement was ordered to be printed in the RECORD, as follows:

#### STATEMENT BY SENATOR HUMPHREY

It is the purpose of the amendment which I and the Senators from New York are jointly sponsoring is to make it possible for tenants to be relocated at no cost to themselves. Under the present highway law, the States are reimbursed on a 90-10 basis for the costs of construction. The current legal definition of construction includes the supervising, inspecting, actual building and all expenses incidental to the construction or reconstruction of a highway, including locating, surveying, mapping, costs of right-of-way and elimination of hazards of railway grade crossings. This amendment to the pending measure would broaden the definition of the term "construction," under the Federal-aid highway laws, to include the costs of relocating building tenants.

It is through no fault of the homeowner or businessman that he is displaced by a Federal construction program. He may have lived or done business at the same location for 20 years and have no thoughts of moving, when the decision is made to run a highway through his property. A fair price is offered to the man for his property, but he receives nothing at all to cover the cost—and a very expensive cost it is—of moving his household goods and personal effects.

The businessman who is forced to move his entire business to a new location is at a distinct disadvantage. He must move his entire stock and relocate it. This takes time, during which the man is not in business. This becomes a costly venture for him. It is a serious matter when a man is put out of business for several days—even weeks—and still has to pay the expensive costs of moving into his new location, with no reimbursement at all.

This gap in the law has been brought to my attention by Minnesota businessmen. They have pointed out that this is not the only cost. Losses also occur in intangible factors. For example, relocation means a loss in established trade, and a time lapse until a new trade is established comparable to the old.

The cost of moving is certainly a legitimate expenditure incurred in order to comply with a State order. The displaced tenant should therefore, be able to receive compensation for so costly an item. This payment should be included in reimbursable costs of construction and acquisition of rights-of-way. Surely, we can help to minimize the hardship of those who suffer loss through no fault of their own.

Mr. HUMPHREY. Mr. President, I ask unanimous consent that two additional statements that I have prepared be printed in the RECORD at this point of my remarks.

There being no objection, the statements were ordered to be printed in the RECORD, as follows:

#### STATEMENT BY SENATOR HUMPHREY

##### HIGHWAY ACT OF 1960 IN SUPPORT OF AID TO AREAS OF HIGH UNEMPLOYMENT

I wish to commend the Committee on Public Works for adding to the Highway Act of 1960 an extra \$100 million a year to be made available to States with high unemployment. I have made my support for similar legislation quite implicit.

Where there are underdeveloped areas and areas which due to technological change or the working out of basic resources suffer chronic unemployment or economic distress, the Federal Government must cooperate with the States in providing programs to aid these areas. This legislation would be such a step—a step in the right direction. A program providing \$100 million for each of 2 years to be used by States with high unemployment would simultaneously provide several benefits. The initial benefit would be employment in these areas. One peripheral benefit is to the people at large, who will have bigger and better highways on which to travel.

There are many parts of our Nation, in several States, where these areas exist. Once thriving towns, prosperous, productive, industrial communities, now find themselves in serious economic difficulties. It is through no fault of the local government, labor, business, or civic organizations that these situations have arisen. These groups have tried in many ways to attract diversified industry and to extend aid and assistance to the depressed localities. However, there comes a time when greater assistance is required.

It is up to us here today, Mr. President, to provide at least a part of that assistance. The bill before us as reported out of committee includes a sincere effort to aid these areas. It is my hope that my colleagues feel as I do, and will favorably approve this piece of legislation.

#### STATEMENT BY SENATOR HUMPHREY

##### PRESERVE HISTORICAL OBJECTS

I hope that in the highway program we will provide a method for preserving sites, areas, buildings, and objects of national, regional, and local historical significance which are threatened with destruction by programs financed in whole or in part by the Federal Government. Surely, we can do this.

As the result of large Government construction programs, the destruction of important historical lands and buildings has become a growing concern to many people. It is not necessary to reiterate my support for these construction programs. They are justified and necessary to meet the growing needs of our great country. A vastly improved system of 4-, 6-, and 8-lane highways with cloverleafs and overhead bridges to minimize the possibility of accident, to provide easy access from one part of the country to another, to provide quick transportation for products to markets all over the country and to relieve the growing, but even now acute, traffic problem throughout the Nation is of the utmost importance.

However, it is important that we be sure that in the course of such needed construction we avoid, as much as possible, destruction of historic buildings and sites.

May I suggest that upon petition from any State or political subdivision, or the American Institute of Architects, the National Trust for Historic Preservation, or any other organization recognized by the Secretary of Interior as being concerned with historic preservation, stating that a site, building, or object with historical significance is about to be damaged or destroyed due to a federally financed project, the Secretary of Interior would be authorized to conduct public hearings to determine the



significance of the site in question. The Secretary may then order a halt to the program and deny Federal funds to a State program until the project is satisfactorily modified preserving the site or building.

I suggest that the Secretary of Interior in consultation with organizations concerned with historical preservation, make a continuing study of ways to promote and encourage the restoration and preservation of historical sites, buildings, and antiquities by government, private organizations, and individuals.

This evidence of our historic past is irreplaceable. Once destroyed, there is nothing anyone can do. It is asking little to give this destruction our consideration before we take such final action. This is what my suggestion is designed to do. It will benefit not only those living today, but future generations of unborn Americans.

Mr. DIRKSEN. Mr. President, will the Senator yield?

Mr. McNAMARA. I am happy to yield to the Senator from Illinois.

Mr. DIRKSEN. I was about to make an observation on certain amendments that were incorporated in the bill. I note there was some objection on the part of the Department of Commerce and also the Department of the Interior. I have conferred with the distinguished Senator from South Dakota [Mr. CASE] and others, and I am quite confident that those matters will be fully adjusted in conference. I leave it at that point.

The PRESIDING OFFICER. Does the Senator from Michigan yield back his time?

Mr. McNAMARA. I yield back the remainder of my time.

Mr. MORSE. I yield back the remainder of my time.

The PRESIDING OFFICER. All time has been yielded back.

Mr. COOPER. Mr. President, I ask unanimous consent that my statement be placed in the body of the RECORD. I simply wish to say, as a member of the Subcommittee on Public Roads, that I have been glad to work with the other members of the committee, particularly the distinguished subcommittee chairman, the Senator from Michigan [Mr. McNAMARA], in the development of the bill.

On behalf of myself, the senior Senator from West Virginia [Mr. RANDOLPH], and the junior Senator from Pennsylvania [Mr. SCOTT], we submitted an amendment, which was accepted by the committee and also by the Senate, which provides an additional \$100 million to give some assistance to surplus labor areas.

There being no objection, the statement was ordered to be printed in the RECORD, as follows:

As a member of the Subcommittee on Public Roads I am glad to have had a part in the development of the Federal Highway Act of 1960, providing funds for the Federal-aid highway program for an additional 2-year period, funds which will be available to the State after August 1, 1960, and August 1, 1961.

In addition to that sum of \$975 million provided for each year, the committee accepted an amendment offered by the Senator from West Virginia [Mr. RANDOLPH], the Senator from Pennsylvania [Mr. SCOTT], and myself, authorizing an additional allocation

to the State of \$100 million annually for 2 years, for use in developing roads in surplus labor areas, or as they are familiarly called, depressed or underdeveloped areas.

The States will not be required to match these funds on a 50-50 basis, as is required for the primary, secondary and urban systems. In the case of the \$100 million authorization the States would be required to contribute one-third of the amount allocated to the States. In the case of Kentucky, approximately \$3.4 million would be made available to Kentucky from this additional allocation.

I hope that it will be used in the development of a part, for obviously it would not be sufficient for the whole cost, of a basic road system, which is intended to be developed in eastern Kentucky.

This will provide for Kentucky, with 50-50 matching on its primary, secondary and urban systems, approximately \$31.6 from the special \$100 million fund.

Approximately \$3.4 million in addition will be made available to Kentucky for the Interstate Highway System, and it will participate in the authorization provided in the bill for forest highway and forest development roads and trails.

I congratulate the chairman, the Senator from New Mexico [Mr. CHAVEZ], the chairman of the subcommittee, the Senator from Michigan [Mr. McNAMARA], and the able ranking minority member, the Senator from South Dakota [Mr. CASE], and my colleagues on the committee for presenting this impartial bill to the Senate.

Mr. MANSFIELD. Mr. President, I suggest the absence of a quorum.

The PRESIDING OFFICER. The clerk will call the roll.

The legislative clerk called the roll, and the following Senators answered to their names:

[No. 263]

Alken	Engle	Mansfield
Allott	Ervin	Monroney
Anderson	Fong	Morse
Bartlett	Frear	Morton
Beall	Fulbright	Moss
Bennett	Goldwater	Mundt
Bible	Gore	Muskie
Brunsdale	Green	Pastore
Bush	Gruening	Prouty
Butler	Hart	Proxmire
Byrd, W. Va.	Holland	Randolph
Cannon	Hruska	Robertson
Capehart	Humphrey	Russell
Carroll	Jackson	Saltonstall
Case, N.J.	Javits	Schoeppel
Case, S. Dak.	Johnson, Tex.	Scott
Chavez	Johnston, S.C.	Smathers
Church	Jordan	Smith
Clark	Keating	Symington
Cooper	Kerr	Talmadge
Cotton	Kuchel	Thurmond
Curtis	Long, Hawaii	Williams, Del.
Dirksen	Long, La.	Williams, N.J.
Dodd	Lusk	Yarborough
Douglas	McCarthy	Young, N. Dak.
Dworshak	McGee	Young, Ohio
Eastland	McNamara	

Mr. MANSFIELD. I announce that the Senator from Virginia [Mr. BYRD], the Senator from Louisiana [Mr. ELLENDER], the Senator from Indiana [Mr. HARTKE], the Senator from Arizona [Mr. HAYDEN], the Senator from Alabama [Mr. HILL], the Senator from Ohio [Mr. LAUSCHE], the Senator from Washington [Mr. MAGNUSON], the Senator from Arkansas [Mr. McCLELLAN], the Senator from Montana [Mr. MURRAY], the Senator from Alabama [Mr. SPARKMAN], and the Senator from Mississippi [Mr. STENNIS], are absent on official business.

I further announce that the Senator from Tennessee [Mr. KEFAUVER], the

Senator from Massachusetts [Mr. KENNEDY], and the Senator from Wyoming [Mr. O'MAHONEY], are necessarily absent.

I also announce that the Senator from Missouri [Mr. HENNINGSON], is absent because of illness.

Mr. KUCHEL. I announce that the Senator from Iowa [Mr. MARTIN], is absent by leave of the Senate on official business.

The Senator from New Hampshire [Mr. BRIDGES], the Senator from Kansas [Mr. CARLSON], the Senator from Iowa [Mr. HICKENLOOPER], and the Senator from Wisconsin [Mr. WILEY], are detained on official business.

The PRESIDING OFFICER. A quorum is present. All time for debate has expired. The question is, Shall the bill pass? The yeas and nays have been ordered, and the clerk will call the roll.

The legislative clerk called the roll.

Mr. MANSFIELD. I announce that the Senator from Virginia [Mr. BYRD], the Senator from Louisiana [Mr. ELLENDER], the Senator from Indiana [Mr. HARTKE], the Senator from Arizona [Mr. HAYDEN], the Senator from Alabama [Mr. HILL], the Senator from Ohio [Mr. LAUSCHE], the Senator from Washington [Mr. MAGNUSON], the Senator from Arkansas [Mr. McCLELLAN], the Senator from Montana [Mr. MURRAY], the Senator from Alabama [Mr. SPARKMAN], the Senator from Mississippi [Mr. STENNIS] are absent on official business.

I further announce that the Senator from Tennessee [Mr. KEFAUVER], the Senator from Massachusetts [Mr. KENNEDY], and the Senator from Wyoming [Mr. O'MAHONEY] are necessarily absent.

I also announce that the Senator from Missouri [Mr. HENNINGSON] is absent because of illness.

I further announce that if present and voting, the Senator from Virginia [Mr. BYRD], the Senator from Louisiana [Mr. ELLENDER], the Senator from Indiana [Mr. HARTKE], the Senator from Arizona [Mr. HAYDEN], the Senator from Alabama [Mr. HILL], the Senator from Ohio [Mr. LAUSCHE], the Senator from Washington [Mr. MAGNUSON], the Senator from Arkansas [Mr. McCLELLAN], the Senator from Montana [Mr. MURRAY], the Senator from Alabama [Mr. SPARKMAN], the Senator from Mississippi [Mr. STENNIS] would each vote yea.

Mr. KUCHEL. I announce that the Senator from Iowa [Mr. MARTIN] is absent by leave of the Senate on official business.

The Senator from New Hampshire [Mr. BRIDGES], the Senator from Kansas [Mr. CARLSON], the Senator from Iowa [Mr. HICKENLOOPER], and the Senator from Wisconsin [Mr. WILEY] are detained on official business.

If present and voting, the Senator from New Hampshire [Mr. BRIDGES] would vote "yea."



The result was announced—yeas 80, nays 0, as follows:

[No. 264]

YEAS—80

Alken	Engle	Mansfield
Allott	Ervin	Monroney
Anderson	Fong	Morse
Bartlett	Frear	Morton
Beall	Fulbright	Moss
Bennett	Goldwater	Mundt
Bible	Gore	Muskie
Brunsdale	Green	Pastore
Bush	Gruening	Prouty
Butler	Hart	Proxmire
Byrd, W. Va.	Holland	Randolph
Cannon	Hruska	Robertson
Capehart	Humphrey	Russell
Carroll	Jackson	Saltonstall
Case, N.J.	Javits	Schoeppel
Case, S. Dak.	Johnson, Tex.	Scott
Chavez	Johnston, S.C.	Smathers
Church	Jordan	Smith
Clark	Keating	Symington
Cooper	Kerr	Talmadge
Cotton	Kuchel	Thurmond
Curtis	Long, Hawaii	Williams, N.J.
Dirksen	Long, La.	Williams, Del.
Dodd	Lusk	Yarborough
Douglas	McCarthy	Young, N. Dak.
Dworshak	McGee	Young, Ohio
Eastland	McNamara	

NAYS—0

NOT VOTING—20

Bridges	Hickenlooper	Martin
Byrd, Va.	Hill	Murray
Carlson	Kefauver	O'Mahoney
Ellender	Kennedy	Sparkman
Hartke	Lausche	Stennis
Hayden	McClellan	Wiley
Hennings	Magnuson	

So the bill (H.R. 10495) was passed.

Mr. McNAMARA. Mr. President, I move that the Senate reconsider the vote by which the bill was passed.

Mr. JOHNSON of Texas. I move to lay that motion on the table.

The motion to lay on the table was agreed to.

Mr. McNAMARA. Mr. President, I move that the Senate insist on its amendment to H.R. 10495, request a conference with the House of Representatives thereon, and that the Chair appoint the conferees on the part of the Senate.

The motion was agreed to; and the Presiding Officer (Mr. WILLIAMS of New Jersey in the chair) appointed Mr. CHAVEZ, Mr. KERR, Mr. McNAMARA, Mr. RANDOLPH, Mr. CASE of South Dakota, Mr. COOPER, and Mr. SCOTT conferees on the part of the Senate.

Mr. McNAMARA. Mr. President, I ask unanimous consent that House bill 10495 be printed with the Senate amendments.

The PRESIDING OFFICER (Mr. WILLIAMS of New Jersey in the chair). Without objection, it is so ordered.

Mr. JOHNSON of Texas. Mr. President, I wish to express my appreciation to the able Senator from Michigan [Mr. McNAMARA], the Senator from Oklahoma [Mr. KERR], and the Senator from South Dakota [Mr. CASE] for the outstanding ability they have demonstrated in connection with the handling of this bill in cooperation with the leadership and in seeing to it that the bill was passed. I trust that the conference committee will meet promptly and will promptly submit the conference report before we conclude our session on Saturday.

#### MESSAGE FROM THE HOUSE

A message from the House of Representatives, by Mr. Bartlett, one of its

reading clerks, announced that the House had passed, without amendment, the bill (S. 19) to provide a method of regulating and fixing wage rates for employees of Portsmouth, N.H., Naval Shipyard.

The message also announced that the House had agreed to the report of the committee of conference on the disagreeing votes of the two Houses on the amendments of the Senate to the bill (H.R. 4049) to amend the Federal Aviation Act of 1958 in order to authorize free or reduced-rate transportation for certain additional persons.

The message further announced that the House had disagreed to the amendments of the Senate to the bill (H.R. 6597) to revise the boundaries of Dinosaur National Monument and provide an entrance road or roads thereto, and for other purposes; asked a conference with the Senate on the disagreeing votes of the two Houses thereon, and that Mr. ASPINALL, Mr. O'BRIEN of New York, Mrs. PFOST, Mr. SAYLOR, and Mr. CHENOWETH were appointed managers on the part of the House at the conference.

The message also announced that the House had disagreed to the amendment of the Senate to the bill (H.R. 11135) to aid in the development of a coordinated system of transportation for the National Capital region; to create a temporary National Capital Transportation Agency; to authorize negotiation to create an interstate agency, and for other purposes; agreed to the conference asked by the Senate on the disagreeing votes of the two Houses thereon, and that Mr. McMILLAN, Mr. SMITH of Virginia, and Mr. BROYHILL were appointed managers on the part of the House at the conference.

The message further announced that the House insisted upon its disagreement to the amendment of the Senate numbered 44 to the bill (H.R. 12232) making appropriations for the legislative branch for the fiscal year ending June 30, 1961, and for other purposes; agreed to the conference asked by the Senate on the disagreeing votes of the two Houses thereon, and that Mr. NORRELL, Mr. KIRWAN, Mr. CANNON, Mr. HORAN, and Mr. TABER were appointed managers on the part of the House at the conference.

#### ORDER FOR ADJOURNMENT UNTIL TOMORROW, AT 11 A.M.

Mr. JOHNSON of Texas. Mr. President, I ask unanimous consent that when the Senate concludes its business for today it adjourn until tomorrow, at 11 a.m.

The PRESIDING OFFICER. Without objection, it is so ordered.

#### LEGISLATIVE PROGRAM

Mr. JOHNSON of Texas. Mr. President, I announce that we plan to meet each evening for the remainder of the week.

We plan to take a recess on Saturday evening until the early part of August.

We do not expect any more votes this evening. There will be explanations of House bill 10, but we do not expect any yeas-and-nays votes this evening.

Following the convening of the Senate on tomorrow, at 11 a.m., we shall have the usual morning hour. Following that, we shall resume the consideration of House bill 10. From time to time we shall interrupt the consideration of that bill by considering conference reports or appropriation bills or any noncontroversial bills on which it may be necessary for the Senate to act.

Mr. DIRKSEN. Mr. President, I understand a unanimous-consent agreement has been obtained with respect to the State, Justice, and Judiciary appropriation bill; and I wish to ask whether it is likely that that bill will be called up tomorrow.

Mr. JOHNSON of Texas. It is possible, but not likely. We are writing the report on the bill. There is nothing controversial about it. The bill, as it will be reported by the Senate committee, will call for appropriations \$19 million under the budget. We have restored the items which were cut out by the House of Representatives, but which the administration felt were absolutely essential. The subcommittee's report is unanimous, and the full committee's report is unanimous. The question now is simply to allow the clerks sufficient time to prepare the report and to have the report printed. I am not sure when the report will be available. I shall give the Members advance notice; and if the Senator from Illinois has any preference in the matter, I shall try to be guided by his desires.

#### CITATION AND COMMENCEMENT ADDRESS BY KARL LOTT RANKIN

Mrs. SMITH. Mr. President, two of Maine's colleges—Bowdoin College and Bates College—recently honored one of the outstanding foreign service career men of our State Department, Hon. Karl Lott Rankin, the U.S. Ambassador to Yugoslavia, at separate commencement exercises on the same day, June 12, 1960, with the awarding of honorary degrees to him.

As an honorary alumna of Bowdoin College, I was quite proud and pleased with the honor that my honorary alma mater awarded to this outstanding diplomat. I was personally pleased that Bates College, in its citation of Ambassador Rankin, accompanying the honorary degree that it conferred upon him, incorporated by credit my own citation of his excellent work.

I ask unanimous consent that that citation and his commencement address be printed in the CONGRESSIONAL RECORD.

There being no objection, the citation and the address were ordered to be printed in the RECORD, as follows:

CITATION READ BY THE DEAN OF BATES COLLEGE, JUNE 12, 1960

Mr. President, I have the honor to present Mr. Karl Lott Rankin, U.S. Ambassador to Yugoslavia.

Born in the small city of Manitowoc, Wis., only child of a Congregational minister's family, living as a youth in several midwestern communities, and eventually establishing his own residence in South Bridgton, Me., Mr. Rankin is deeply rooted in American mores and spirit. His academic and



professional training was in the cosmopolitan atmosphere of half a dozen great universities including Federal Polytechnic Institute in Zurich and Heidelberg University. From Princeton he received a degree in civil engineering. In 1927 he entered the diplomatic service which has constituted his lifework. A great part of his career has been concerned with those most basic strands in international relations, economic and trade interests. During the last 30 years he has been a constructive factor in innumerable critical and complex situations. An enumeration of the nations in which he has served with the American diplomatic mission recalls the tensions which he has helped to lessen—Greece, Albania, Belgium, Luxembourg, Yugoslavia, Egypt, Austria, and China. During the war years a mission to Manila resulted in the internment by the Japanese of Mr. and Mrs. Rankin for nearly 2 years. In 1953 he became an Ambassador to China sharing in the difficult policy decisions involved there, until given his present appointment.

For upholding in many places and at many times the best of American ideals, for unselfish devotion to exacting duty, for unflinching resistance to Communist threat, for steadiness and sound judgment when panic would have been easy, for more than 30 years of what our own Senator MARGARET CHASE SMITH called excellent work Bates College wishes to confer upon this far-ranging citizen of Maine, the honorary degree of doctor of laws.

REMARKS OF AMBASSADOR KARL LOTT RANKIN  
AT THE COMMENCEMENT EXERCISES AT BATES  
COLLEGE, JUNE 12, 1960

President Phillips, men and women of Bates College, friends of Bates, today I associate myself with the undergraduates. The class of 1960 has completed its work in qualifying for degrees; I still have a few minutes to go. In that time I shall review some aspects of U.S. foreign policy.

For a number of years I have been dissatisfied with our indiscriminate use of the word "policy." In the sense used in foreign relations, Webster defines policy as "a settled course adopted and followed by a government." Yet we hear and read that, on a given issue, American policy is too soft, or too hard, or unrealistic, or wrong, or even that we have no policy. Such use of the word not only is incorrect and misleading; it breeds confusion and undermines confidence in our Nation, both at home and abroad.

In a democracy such as ours, foreign policy is deserving of the name only insofar as it is understood and continuously supported by a substantial majority of the public. Genuine foreign policy is relatively unchanging. To be valid it must survive new and radical developments throughout the world with no more than moderate shifts of emphasis. And these usually belong in the fields of political strategy or tactics rather than of basic policy.

One of the best statements of foreign policy I have ever seen was not drafted by an American or related specifically to the United States. I refer to the Preamble to the Charter of the United Nations, which was the work of a great South African, Jan Christiaan Smuts. Let me read the first part. It may seem long for a single sentence, but there is not a superfluous word:

"We the people of the United Nations determined to save succeeding generations from the scourge of war, which twice in our lifetime has brought untold sorrow to mankind, and to reaffirm faith in fundamental human rights, in the dignity and worth of the human person, in the equal rights of men and women and of nations large and small, and to establish conditions under which justice and respect for the obligations arising from treaties and other sources of

law can be maintained, and to promote social progress and better standards of life in larger freedom, and for these ends to practice tolerance and live together as good neighbors, and to unite our strength to maintain international peace and security, and to insure, by the acceptance of principles and the institution of methods, that armed force shall not be used, save in the common interest, and to employ international machinery for the promotion of the economic and social advancement of all peoples, have resolved to combine our efforts to accomplish these aims."

That, I submit, is a statement of foreign policy which a great majority of the American people understand and support as a settled course for our Government. It has stood the test of time and will continue to do so. Should someone suggest that the phrasing is rather general, I would point out that if substantially all nations followed its clear precepts, our major world problems would be well on the way to solution.

Having an accepted foreign policy, however, does not permit a nation like the United States to play a passive role in international affairs. The leadership of the civilized world, which once rested in Western Europe, has passed largely into our hands. This was not due solely or perhaps even largely to any merit or initiative of ours, but it is a fact nevertheless. In this position, buttressed by our great economic and military resources, we have inescapable and worldwide responsibilities. We face the imperative of maintaining a suitable posture toward the current international scene.

I pass on from policy to what, for lack of a better word, I shall call "strategy." Despite its military connotation, the word "strategy" seems preferable to "posture," which might suggest inactivity. In any case, our central task today is to confront the international Communist conspiracy in a manner calculated to deter further aggression, direct or indirect; hence to prevent war if possible without sacrifice of basic policy or principle. In so doing, we strive to improve the relative position of the free world in such degree that our chief opponents eventually will find it in their own interest to follow the precepts of the United Nations.

American strategy is manifest in regional defense pacts and bilateral defense treaties, which provide for the collective security foreseen by its charter, but only imperfectly provided for as yet by the United Nations. Our country reinforces these agreements for mutual defense, as necessary, by military and economic aid. We take an unprecedentedly active part in international bodies and conferences, supporting the interests of the free world. If and when the Communist menace is removed, American strategy can be modified accordingly. But our fundamental foreign policy will remain valid.

So far, in terms of policy and strategy, I have outlined what a large majority of the American people accept and support.

Only when we come to the narrower but scarcely less important realm of what might be called tactics do we find significant differences of opinion. How much foreign aid should the United States provide, and how should be it distributed and expended? On what basis should we participate in this or that international conference? What specific limitations on our Military Establishment can we accept, considering both economic factors and possible equivalent limitations agreed to by potential opponents? Should we extend economic or other assistance to a given country with which we are not allied, in order to help preserve its independence and promote the well-being of its people?

It is right and proper that questions such as those I have cited in the field of tactics should be debated freely. But they should

not be confused with accepted policy and strategy. Rather, we must go back repeatedly to our basic position in determining the tactics best suited to its support. When the Congress adds to or reduces the administration's proposals for national defense or foreign aid appropriations, no one should conclude that American policy or strategy has changed. Such action simply reflects the normal democratic process of attaining reasonable compromise. There is no real argument as to the necessity for adequate defense or for an appropriate amount of foreign aid.

I am uncertain just when the word "program" came into common use in the conduct of our foreign relations, but it seems to date no further back than the end of World War II. Earlier, except in wartime, the relief of human suffering abroad, the investment of American capital in foreign enterprises, and the exchange of professors, scientists, students, athletes, and artists, normally were handled by private organizations or individuals. Now our Government is active in these and other fields. Its foreign programs reflect American recognition of the magnitude of today's world problems, of the vital importance of improving the lot of man and of strengthening the free world before the peril which confronts it. Recognition of the need for action on so broad a front stems from our policy and strategy, but the details of operation are tactical.

The particular aspect of foreign relations in which I have been engaged for more than 30 years is that of representing the U.S. Government abroad. We start with a great advantage over the representatives of numerous other countries, precisely because of the character of basic American policy. We have little or nothing to hide. We are not fomenting subversion. We want all peoples to enjoy a better life in peace and freedom. With this background, our primary task of building confidence in the United States is immeasurably facilitated.

It is a popular notion that diplomats are frequently if not continuously engaged in intrigue, based upon top secret instructions from their governments. I assure you that this does not apply to the United States. The correspondence between our Embassies and Washington is confidential or otherwise classified largely to avoid premature disclosure of information intended to be made public only at the proper time, after consultation with all concerned, or to relay reports of which we may question the accuracy and completeness, or, perhaps most frequently, to avoid embarrassment to other governments. As far as the United States itself is concerned, I am sure that all but a minor fraction of our official correspondence could be published within a year after it was written, with no harm to American interests.

Again in the field of tactics, U.S. representatives abroad should and do enhance general confidence in our country and its policy by developing a personal reputation for honesty and frankness always tempered with courtesy, understanding, and discretion. Beyond this, how do we try on occasion to persuade foreign governments to modify their positions so as to agree more closely with our own? Let no one think this easy if a significant initial difference is involved. Most foreign ministries today are staffed by intelligent and well-informed officials. It is rare indeed that we are in a position to influence their actions simply by presenting a detailed exposition, or because our eyes are of the right color. Objectivity is uncommon in foreign affairs. Habitually it is dismissed as unrealistic, or as a luxury which only a great power like the United States can afford. No matter how strong our case, we should expect the other party to decide on the basis of its own direct national interests. These may









June 30, 1960

HOUSE

14. SUGAR. By a vote of 395 to 0, passed with amendment H. R. 12311, to amend and extend the Sugar Act. See Digest 121 for a summary of the provisions of the bill as passed. pp. 14150-71
15. GENERAL GOVERNMENT MATTERS APPROPRIATION BILL, 1961. Agreed to the conference report on this bill, H. R. 11389 (pp. 14109-10). As agreed to the bill provides \$165,000, instead of \$40,000 as recommended by the House and \$350,000 as recommended by the Senate, for the President for expenses in improving the management of Federal agencies.
16. LABOR STANDARDS. By a vote of 341 to 72, passed with amendment H. R. 12677, to amend the Fair Labor Standards Act of 1938 (pp. 14110-50). By a vote of 211 to 203, agreed to an amendment by Rep. Kitchin in the nature of a substitute for the language of the bill as reported, which includes provisions to raise the minimum wage level to \$1.15 an hour (instead of \$1.25 an hour as reported), and to amend the Act to include employees engaged in "the processing of shade-grown tobacco for use as cigar wrapper tobacco by agricultural employees employed in the growing and harvesting of such tobacco, which processing shall include, but shall not be limited to, drying, during, fermenting, bulking, rebulking, sorting, grading, aging, and baling, prior to the stemming process." (pp. 14141-9).
17. INDEPENDENT OFFICES APPROPRIATION BILL, 1961. Received the conference report on this bill, H. R. 11776 (H. Rept. 2063). pp. 14202-4
18. PERSONNEL; PAY. Received from the President his veto message on H. R. 9883, the Federal pay raise bill (H. Doc. 442). pp. 14108-9
19. DEPARTMENT OF DEFENSE APPROPRIATION BILL, 1961. By a vote of 402 to 5, agreed to the conference report on this bill, H. R. 11998, and acted on the amendments in disagreement. pp. 14098-108
20. FOREST ROADS. Conferees were appointed on H. R. 10495, the road authorization bill, including appropriation authorizations for forest highways and forest roads and trails (p. 14108). Senate conferees have already been appointed.
21. MILITARY CONSTRUCTION APPROPRIATION BILL, 1961. Received the conference report on this bill, H. R. 12231 (H. Rept. 2062). pp. 14201-2
22. FLOOD CONTROL. Received the conference report on H. R. 7634, the omnibus flood control and rivers and harbors bill (H. Rept. 2064). pp. 14204-11
23. HAWAII. Agreed to H. Con. Res. 706 authorizing corrections in the enrolled bill H. R. 11602, to amend certain laws of the U. S. in light of the admission of Hawaii into the Union. p. 14171
24. TRANSPORTATION. Received the conference report on H. R. 11135, to aid in the development of a coordinated system of transportation for the National Capital region; to create a temporary National Capital Transportation Agency; etc (H. Rept. 2061). pp. 14171-5
25. LIVESTOCK. Rep. Thomson, Wyo., urged consideration of legislation to "provide protection for producers and feeders of livestock when they show that the increased import of meat or meat products causes or threatens serious injury to their industry." p. 14177

26. RECLAMATION. The Interior and Insular Affairs Committee reported without amendment S. 68, to provide for continued delivery of water under the Federal reclamation laws to lands held by husband and wife upon the death of either (H. Rept. 2055). p. 14211
27. CONSERVATION. The Conservation and Credit Subcommittee of the Agriculture Committee voted to report to the full committee H. R. 12849, to protect farms and ranch operators making certain land use changes under the Great Plains conservation program and the soil bank program against loss of cropland acreage and acreage allotments. p. D643
28. WEEDS. The "Daily Digest" states that the Conservation and Credit Subcommittee of the Agriculture Committee "passed over without prejudice" S. 861, to provide for the control of noxious plants on land under the control or jurisdiction of the Federal Government." p. D643

ITEM IN APPENDIX

29. TEXTILE IMPORTS. Sen. Talmadge inserted an article criticizing a recent Tariff Commission decision regarding duties on textile imports which includes a statement by Sen. Thurmond that this "proves the imperative need of Congress to take action in the next session to regain control of its constitutional authority over our trade program." p. A5680

BILLS INTRODUCED

30. PERSONNEL. H. R. 12900, by Rep. Halpern, to amend the Civil Service Retirement Act to authorize the retirement of employees after 30 years of service without reduction in annuity; to Post Office and Civil Service Committee.  
H. R. 12903, by Rep. Short, to adjust the rates of compensation of employees in the postal field service, to establish a temporary Commission on Federal Civilian Employees Compensation Policy; to Post Office and Civil Service Committee.
31. SCHOOL LUNCH. H. R. 12896, by Rep. Bailey, to amend the National School Lunch Act to provide for a more equitable distribution of the funds available under such act; to Education and Labor Committee.
32. MARKETING. S. 3787, by Sen. Holland, to amend the provisions of the Perishable Agricultural Commodities Act, 1930, relating to practices in the marketing of perishable agricultural commodities; to Agriculture and Forestry Committee.
33. FOREST ROADS. S. 3791, by Sen. Magnuson, to amend section 205 of title 23 of the United States Code to provide for the system of forest development roads and trails needed for the utilization and protection of lands administered by the Forest Service; to Public Works Committee. Remarks of author. p. 13991

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COMMITTEE HEARINGS ANNOUNCEMENTS:

July 1: Increased price supports for milk and butterfat, amendments to Public Law 480, protection of acreage allotments in Great Plains program, inclusion of administrative costs in crop insurance premiums, donation of dairy products for home economic courses, grading of grapes and plums for export, establishment of botanic garden in Hawaii, and miscellaneous land transfer bills, H. Agriculture (exec).

Road authorization bill, conferees (exec).



The question was taken; and there were yeas 402, nays 5, not voting 24, as follows:

[Roll No. 165]

YEAS—402

Abbitt	Davis, Tenn.	Jensen
Abernethy	Dawson	Johansen
Adair	Deaney	Johnson, Calif.
Addonizio	Dent	Johnson, Md.
Albert	Denton	Johnson, Wis.
Alexander	Derouin	Jonas
Alger	Derwinski	Jones, Ala.
Allen	Devine	Jones, Mo.
Andersen, Minn.	Diggs	Judd
Andrews	Dingell	Karsten
Anfuso	Dixon	Karth
Arends	Donohue	Kastenmeier
Ashley	Dooley	Kearns
Ashmore	Dorn, N.Y.	Kee
Aspinall	Dorn, S.C.	Keith
Auchincloss	Dowdy	Kelly
Avery	Downing	Kilburn
Ayres	Doyle	Kilday
Bailey	Dulski	Kilgore
Baker	Dwyer	King, Calif.
Baldwin	Ellott	King, Utah
Barden	Everett	Kirwan
Baring	Evins	Kitchin
Barr	Fallon	Kiuczyński
Barrett	Farbstein	Knox
Barry	Fascell	Kowalski
Bass, N.H.	Feighan	Kyl
Bass, Tenn.	Fenton	Lafore
Bates	Fino	Lalrd
Baumhart	Fisher	Landrum
Becker	Flood	Lane
Beckworth	Flynn	Langen
Belcher	Flynt	Lankford
Bennett, Fla.	Fogarty	Latta
Bennett, Mich.	Foley	Lennon
Bentley	Forand	Lesinski
Berry	Ford	Levering
Betts	Forrester	Libonati
Blatnik	Fountain	Lindsay
Boggs	Frazler	Lipscomb
Boland	Frelinghuysen	Loser
Bolling	Friedel	McCormack
Bolton	Fulton	McCulloch
Bonner	Gallagher	McDonough
Bosch	Garmatz	McDowell
Bow	Gary	McFall
Bowles	Gathings	McGovern
Boykin	Gavin	McIntire
Brademas	George	McMillan
Bray	Gialmo	McSweeney
Breeding	Gilbert	Macdonald
Brewster	Glenn	Machrowicz
Brock	Goodell	Mack
Brooks, La.	Granahan	Madden
Brooks, Tex.	Grant	Magnuson
Broomfield	Gray	Mahon
Brown, Ga.	Green, Oreg.	Mailliard
Brown, Mo.	Green, Pa.	Martin
Brown, Ohio	Griffin	Matthews
Broyhill	Griffiths	May
Budge	Gross	Meador
Burke, Ky.	Gubser	Merrow
Burke, Mass.	Hagen	Michel
Burleson	Haley	Miller, Clem
Byrne, Pa.	Halleck	Miller,
Byrnes, Wis.	Halpern	George P.
Cahill	Hardy	Milliken
Canfield	Hargis	Mills
Cannon	Harris	Minshall
Casey	Harrison	Mitchell
Cederberg	Hays	Moeller
Celler	Healey	Mongan
Chamberlain	Hechler	Montoya
Chelf	Hemphill	Moore
Chenoweth	Henderson	Moorhead
Chiperfield	Herlong	Morgan
Church	Hess	Morris, N. Mex.
Clark	Hiestand	Morrison
Coffin	Hoeben	Moss
Cohelan	Hoffman, Ill.	Moulder
Collier	Hoffman, Mich.	Multer
Colmer	Hogan	Mumma
Conte	Hollifield	Murphy
Cook	Holland	Murray
Cooley	Holt	Natcher
Corbett	Holtzman	Nelsen
Cramer	Horan	Nix
Cunningham	Hosmer	Norblad
Curtin	Huddleston	Norrell
Curtis, Mass.	Hull	O'Brien, Ill.
Curtis, Mo.	Ikard	O'Brien, N.Y.
Daddario	Inouye	O'Hara, Ill.
Dague	Irwin	O'Neill
Daniels	Jarman	Oliver
	Jennings	Osmer

Ostertag	Rooney
Passman	Roosevelt
Patman	Rostenkowski
Pelly	Roush
Perkins	Rutherford
Pfost	St. George
Philbin	Santangelo
Pilcher	Saund
Pillion	Saylor
Pirnie	Schenck
Poage	Scherer
Poff	Schneebeli
Porter	Schwengel
Powell	Scott
Preston	Selden
Price	Shelley
Prokop	Sheppard
Pucinski	Shipley
Quile	Short
Quigley	Sikes
Rabaut	Siler
Rains	Simpson
Randall	Slak
Ray	Slack
Reece, Tenn.	Smith, Calif.
Rees, Kans.	Smith, Iowa
Reuss	Smith, Kans.
Rhodes, Ariz.	Smith, Miss.
Rhodes, Pa.	Smith, Va.
Riehlman	Spence
Riley	Springer
Rivers, Alaska	Staggers
Rivers, S.C.	Stratton
Roberts	Stubblefield
Robison	Sullivan
Rodino	Taber
Rogers, Colo.	Taylor
Rogers, Fla.	Teague, Calif.
Rogers, Mass.	Teague, Tex.
Rogers, Tex.	Teller

NAYS—5

Harmon	Marshall
Johnson, Colo.	Meyer

NOT VOTING—24

Alford	Durham	Miller, N.Y.
Anderson,	Edmondson	Morris, Okla.
Mont.	Hébert	O'Hara, Mich.
Blitch	Jackson	Steed
Buckley	Kasem	Vanik
Burdick	Keogh	Vinson
Carnahan	McGinley	Younger
Coad	Mason	
Davis, Ga.	Metcalf	

So the conference report was agreed to.

The Clerk announced the following pairs:

Mr. Keogh with Mr. Jackson.  
Mr. Hébert with Mr. Mason.  
Mr. Buckley with Mr. Miller of New York.  
Mr. Alford with Mr. Younger.

The result of the vote was announced as above recorded.

The SPEAKER. The Clerk will report the first amendment in disagreement.

The Clerk read as follows:

Senate Amendment No. 17: Page 6, line 15, insert "": *Provided further*, That the Army National Guard shall be maintained at an average strength of not less than 400,000 for the fiscal year 1961".

Mr. MAHON. Mr. Speaker, I move that the House recede and concur in the Senate amendment.

The motion was agreed to.

The SPEAKER. The Clerk will report the next amendment in disagreement.

The Clerk read as follows:

Senate Amendment No. 26: Page 12, line 25, strike out "\$174,726,000" and insert "\$180,296,000".

Mr. MAHON. Mr. Speaker, I move that the House recede and concur in the Senate amendment with an amendment.

The Clerk read as follows:

Mr. MAHON moves that the House recede from its disagreement to the amendment of

the Senate numbered 26, and concur in the same with an amendment as follows: In lieu of the sum proposed by said amendment insert "\$174,686,000".

The motion was agreed to.

The SPEAKER. The Clerk will report the next amendment in disagreement.

The Clerk read as follows:

Amendment No. 28: Page 14, line 24, strike out "\$4,172,404,000" and insert "\$4,240,732,000".

Mr. MAHON. Mr. Speaker, I move that the House recede and concur in the Senate amendment with an amendment.

The Clerk read as follows:

Mr. MAHON moves that the House recede from its disagreement to the amendment of the Senate numbered 28, and agree to the same with an amendment, as follows: In lieu of the sum proposed by said amendment insert "\$4,243,398,000".

The motion was agreed to.

The SPEAKER. The Clerk will report the next amendment in disagreement.

The Clerk read as follows:

Senate amendment No. 51: Page 36, line 5, after "materiel," insert "and for all expenses of production of lumber or timber products pursuant to section 2665 of title 10, United States Code,".

Mr. MAHON. Mr. Speaker, I move that the House recede and concur in the Senate amendment.

The motion was agreed to.

The SPEAKER. The Clerk will report the next amendment in disagreement.

The Clerk read as follows:

Senate amendment No. 52: Page 43, line 11, insert "*Provided however*, That none of the funds appropriated in this Act shall be used except that, so far as practicable, all contracts shall be awarded on a competitive basis to the lowest responsible bidder."

Mr. MAHON. Mr. Speaker, I move that the House recede and concur in the Senate amendment.

The motion was agreed to.

The SPEAKER. The Clerk will report the next amendment in disagreement.

The Clerk read as follows:

Senate amendment No. 58: Page 47, line 13, insert:

"SEC. 534. During the current fiscal year, the Secretary of Defense, should he deem it advantageous to the national defense to accelerate any strategic or tactical missile or satellite program, may transfer under the authority and terms of the Emergency Fund, an additional \$150,000,000 for the acceleration of such missile or satellite program or programs: *Provided*, That the transfer authority made available under the terms of the Emergency Fund appropriation contained in this Act is hereby broadened to meet the requirements of this section: *Provided further*, That the Secretary of Defense shall notify the Appropriations Committees of the Congress promptly of all transfers made pursuant to this authority."

Mr. MAHON. Mr. Speaker, I move that the House recede and concur in the Senate amendment with an amendment.

The Clerk read as follows:

Mr. MAHON moves that the House recede from its disagreement to the amendment of



the Senate No. 58, and agree to the same with an amendment, as follows: In line 1 of said amendment, strike out "534" and insert "535".

The motion was agreed to.

A motion to reconsider the votes by which action was taken on the several motions was laid on the table.

Mr. MAHON. Mr. Speaker, I ask that all Members speaking on the conference report be permitted to revise and extend their remarks, and that all Members be permitted to extend their remarks in the RECORD on the conference report just agreed to.

The SPEAKER. Is there objection to the request of the gentleman from Texas?

There was no objection.

#### HIGHWAY CONSTRUCTION

Mr. FALLON. Mr. Speaker, I ask unanimous consent to take from the Speaker's table the bill (H.R. 10495) to authorize appropriations for the fiscal years 1962 and 1963 for the construction of certain highways in accordance with title 23 of the United States Code, and for other purposes, with Senate amendments thereto, disagree to the Senate amendments, and agree to the conference asked by the Senate.

The Clerk read the title of the bill.

The SPEAKER. Is there objection to the request of the gentleman from Maryland? [After a pause.] The Chair hears none, and appoints the following conferees: Messrs. FALLON, DAVIS of Tennessee, BLATNIK, SCHERER, and CRAMER.

#### SALARIES OF FEDERAL EMPLOYEES—VETO MESSAGE FROM THE PRESIDENT OF THE UNITED STATES (H. DOC. NO. 442)

The SPEAKER laid before the House the following veto message from the President of the United States:

*To the House of Representatives:*

I return herewith, without my approval, H.R. 9883, a bill to increase the salaries of Federal employees.

Whenever I have been presented with legislation providing for increases in Federal salaries that were justified and warranted, I have unhesitatingly given my approval to such legislation—and I would gladly do so again.

H.R. 9883, however, is indefensible by any light. This hastily drawn bill violates every concept of fairness, every rule of reason and logic. Were this measure to become law, the already conspicuous unfairness and discrimination in our antiquated Federal pay system would be greatly intensified. Instead of making progress—by improving the Federal pay structure—we would actually be taking a long step backward.

The money cost of all this retrogression—not to mention its intangible costs—would impose an annual burden on the American taxpayer of three quarters of a billion dollars, and the money would not be wisely spent. Such fiscal and legislative irresponsibility, and particularly the bill's basic unfairness and

the discrimination it would perpetuate, offend all thinking citizens, Federal employees among them, and make this legislation entirely unacceptable.

More specifically, H.R. 9883 is defective in the following respects:

1. The bill totally ignores the recognized precept that the only sound basis for setting Federal salaries is reasonable comparability to rates paid for similar work in private industry. Judged by this standard there is reason to believe, from such information as is now available, that a number of Federal salaries already exceed private rates of pay for similar work and, conversely, that other Federal salaries are below corresponding private compensation. H.R. 9883 in no respect addresses itself to these disparities and, in fact, actually perpetuates and intensifies them.

Furthermore, in the haste to pass some kind of pay legislation in this particular year, the national salary survey currently being made by the Department of Labor to ascertain the comparability of Federal salaries, grade-by-grade, with those paid in private business was completely ignored—notwithstanding that the Congress itself appropriated \$500,000 to finance it. This survey, which will be completed in September, was intended to provide a sound and defensible basis for adjustments in the Federal pay structure—and it still will. To that end, such recommendations as are indicated by the survey and other relevant evidence will be made to the Congress in January.

2. The inequities already present in our Federal pay structure would be sharply accentuated by H.R. 9883. It increases by the largest percentages those salaries which are already apparently in excess of compensation rates for similar work in private industry. On the other hand, the lowest percentage increases are accorded those who appear to be underpaid in relation to their counterparts in private business. To thus heighten the present distortion would be grossly unfair and highly discriminatory.

3. Even within itself H.R. 9883 is manifestly unjust. For a large number of employees it would increase salaries by nearly 9 percent, but for others performing exactly the same work the increase would be only slightly over 7½ percent. Further, employees in the postal field service would, in general, be given larger percentage increases than those provided for nearly twice as many persons who are compensated under the Classification Act and other statutory pay schedules.

4. The claim by proponents of the bill that the pay increases it would provide are justified by a rise in the cost of living is utterly without foundation in fact. Since June of 1958, when a 10 percent pay increase for Federal employees was approved, the cost of living as measured by the Consumers' Price Index has advanced 2.1 percent. More importantly, since the beginning of this administration in January of 1953, Federal civilian employees have received two general pay adjustments, increasing average salaries 17½ to 20 percent in

the aggregate, while during the same period the Consumers' Price Index has advanced less than 11 percent.

5. By not providing offsetting revenues for the \$248 million a year it would add to Post Office Department costs, the bill stands in complete disregard of the policy which the Congress itself established in 1958 that postal revenues should approximately equal postal costs less those costs deemed attributable to the performance of public services. The consequences of this disregard, were H.R. 9883 to become law, would be to increase the postal deficit, which must be met by the American taxpayer, to \$851 million a year.

6. The bill would unwarrantedly extend Federal retirement and life and health insurance benefits to employees of locally-elected county stabilization and conservation committees who are not Federal employees because not appointed or supervised by Government officers. The Federal system should apply only to Federal employees. The legitimate needs of these people for such retirement and insurance opportunities should be met and the Department of Agriculture, accordingly, has for some months now been exploring means by which the Government might appropriately act. I have asked the Secretary of Agriculture to expedite these efforts.

Looking to the future, I urge the Congress, in accordance with my recommendation of last January, promptly to enact legislation which will make permanent the 2½ percent temporary salary increase accorded postal field service employees 2 years ago in 1958. That increase is now scheduled to expire in January of next year, so action prior to adjournment of the current session is advisable.

With regard to general pay legislation, I am convinced, as I have indicated, that it is not presently required and should not be enacted until we can at the same time intelligently modernize our pay system. Evidently, however, this view is not shared by the Congress. In an effort to resolve the difference, therefore, I would be willing at this time to approve a modest increase reasonably commensurate with the percentage rise in the Consumers' Price Index since the last general pay increase became effective. This is the only increase that could possibly be justified under present circumstances. In fairness to the American taxpayer, however, new postal revenues should be provided sufficient not only to offset the cost of any such increase to the Post Office Department, but also to eliminate the current postal deficit.

I must preface my following remarks on another aspect of this legislation by emphasizing that I have an abiding admiration and respect for the great mass of those who work in the Government service. It has been my privilege to have lived and worked with them, in Washington and throughout the world, for half a century. They deserve and rightfully expect fair and enlightened treatment, in personnel matters, on the part of the Government. At the same time,









July 1, 1960

11. TRANSPORTATION. Both Houses agreed to the conference report on H. R. 11135, to aid in the development of a coordinated system of transportation for the National Capital region; to create a temporary National Capital Transportation Agency; etc. This bill will now be sent to the President. pp. 14300-1, 14337
12. FLOOD CONTROL. Both Houses agreed to the conference report on H. R. 7634, the omnibus flood control and rivers and harbors bill, and acted on amendments in disagreement. This bill will now be sent to the President. pp. 14405-9, 14312-20
13. COLOR ADDITIVES. Sen. Javits inserted the conclusions and recommendations of a study issued by the White House on the use of color additives in food, and his motion was tabled to reconsider the vote by which S. 2197, to regulate the use of color additives in food, was passed. pp. 14301-2
14. RECLAMATION. Passed as reported S. 2195, to authorize the Secretary of the Interior to construct the western division of the Dalles Federal reclamation project, Ore. pp. 14419-20
15. SMALL BUSINESS. Passed with amendments H. R. 11207, to authorize additional funds for small-business loans and to encourage additional use of small business by Government contracting agencies. pp. 14424-7
16. PUBLIC HEALTH. Passed as reported H. R. 6871, to amend the Public Health Service Act so as to authorize project grants for graduate training in public health. pp. 14376-7
17. CONTRACTS; PURCHASING. Sen. Douglas criticized purchasing policies of Government agencies, particularly the purchase of supplies by agencies when surplus supplies were already available in the Government, and inserted several items on this matter. pp. 14231-6

HOUSE

18. FOREST ROADS. Received the conference report on H. R. 10495, authorizing appropriations for highway construction for fiscal 1962 and 1963, including forest highways and forest development roads and trails (pp. 14338-9). As reported by the conferees the bill authorizes \$33,000,000 for forest highways for each of the fiscal years 1962 and 1963, and \$35,000,000 and \$40,000,000 for the fiscal years 1962 and 1963, respectively, for forest development roads and trails, and authorizes an additional \$500,000 for construction of road on forest land in Ga. (H. Rept. 2080)
19. CROP INSURANCE; LANDS; CONSERVATION. The Agriculture Committee voted to report (but did not actually report) the following bills: p. D650
  - H. R. 5743, to amend the Federal Crop Insurance Act to permit inclusion of administrative costs in insurance premiums;
  - H. R. 10784 (amended), to provide that the payment for the lands covered by the Act of September 9, 1959 (Keosauqua lands), may be made on a deferred basis;
  - H. R. 11917 (amended), to authorize the Secretary of Agriculture to convey certain lands in Lassen County, California, to the city of Susanville, California;
  - H. R. 12849 (amended), to protect farm and ranch operators making certain land use changes under the Great Plains conservation program and the soil bank program against loss of cropland acreage and acreage allotments;

H. R. 12860 (amended), authorizing the Secretary of Agriculture to convey certain lands to Auburn University, Auburn, Ala.;

S. 2772, to authorize the Secretary of Agriculture to convey land in the town of Cascade, El Paso County, Colorado;

S. 3665, to authorize the Secretary of Agriculture to grant an easement over certain lands to the trustees of the Cincinnati Southern Railway, their successors and assigns;

S. 3070, to provide for the removal of restriction on use with respect to certain lands in Morton County, North Dakota, conveyed to the State of North Dakota on July 20, 1955;

S. 2919, to provide that the Secretary of the Smithsonian Institution shall study and investigate the desirability and feasibility of establishing and maintaining a national tropical botanic garden;

S. 1857, to establish minimum standards for the exportation of grapes and plums.

20. WATERSHEDS. The Public Works Committee approved watershed projects for Big Prairie and French Creeks, Ala.; Mill Run, Penn.; and Town Fork Creek, N. C. p. 14308

The "Daily Digest" states that the Agriculture Committee approved a watershed project in Texas and one in Indiana. p. D650

21. PROPERTY IMPORTS. By a vote of 124 to 61, agreed to a motion by Rep. Flynt to strike out the enacting clause on H. R. 9996, to amend the Federal Property and Administrative Services Act of 1949 so as to prescribe procedures to insure that foreign excess property which is disposed of overseas will not be imported into the U. S. to the injury of the economy of this country. This action has the effect of killing the bill. pp. 14323-37

22. FLOOD CONTROL. The Public Works Committee reported with amendment H. R. 2185, to authorize modification of local participation in flood control projects in depressed areas (H. Rept. 2067). p. 14374

23. RECREATION. Passed as reported H. R. 900, to provide that 75% of all moneys derived by the U. S. from certain recreation activities in connection with lands acquired for flood control and other purposes shall be paid to the State. p. 14349

24. GOVERNMENT ORGANIZATION. Rep. Lindsay inserted a speech by Gov. Rockefeller which includes the Governor's recommendations as to reorganization in the executive branch. pp. 14359-62

25. DEPRESSED AREAS; INDUSTRIAL LOANS. Rep. Flood urged consideration of a bill to "allow banks and lending institutions to rediscount their industrial mortgages with the Federal Government following generally the same pattern as Fannie Mae mortgages" and the establishment of an Area Redevelopment Administration which he says would be of assistance to a self-help program for depressed area redevelopment. pp. 14367-72

26. COCONUT MEAT. Both Houses received and the Senate adopted the conference report on H. R. 11748, to continue until the close of June 30, 1961, the suspension of duties on metal scrap, which as amended by the Senate creates a specific tariff classification for certain imported coconut meat (H. Rept. 2074). pp. 14340, 14376



## FEDERAL HIGHWAY ACT OF 1960

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JULY 1, 1960.—Ordered to be printed

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Mr. FALLON, from the committee of conference, submitted the following

### CONFERENCE REPORT

[To accompany H.R. 10495]

The committee of conference on the disagreeing votes of the two Houses on the amendments of the Senate to the bill (H.R. 10495) to authorize appropriations for the fiscal years 1962 and 1963 for the construction of certain highways in accordance with title 23 of the United States Code, and for other purposes, having met, after full and free conference, have agreed to recommend and do recommend to their respective Houses as follows:

That the Senate recede from its amendments numbered 2 and 5.

That the House recede from its disagreement to the amendments of the Senate numbered 1 and 3, and agree to the same.

Amendment numbered 4:

That the House recede from its disagreement to the amendment of the Senate numbered 4, and agree to the same with an amendment as follows:

In lieu of the matter proposed to be inserted by the Senate amendment insert the following:

*SEC. 3. That section 120(a) of title 23, United States Code, is hereby amended by striking out "unappropriated and unreserved public lands and nontaxable Indian lands, individual and tribal," and inserting in lieu thereof "nontaxable Indian lands, individual and tribal, and public domain lands (both reserved and unreserved) exclusive of national forests and national parks and monuments,".*

And the Senate agree to the same.

Amendment numbered 6:

That the House recede from its disagreement to the amendment of the Senate numbered 6, and agree to the same with an amendment as follows:

On page 6 of the Senate engrossed amendments, line 4, strike out "SEC. 6." and insert in lieu thereof *SEC. 4.*; and the Senate agree to the same.

Amendment numbered 7:

That the House recede from its disagreement to the amendment of the Senate numbered 7, and agree to the same with an amendment as follows:

On page 7 of the Senate engrossed amendments, line 11, strike out "SEC. 7." and insert in lieu thereof *SEC. 5.* and the Senate agree to the same.

Amendment numbered 8:

That the House recede from its disagreement to the amendment of the Senate numbered 8, and agree to the same with an amendment as follows:

On page 8 of the Senate engrossed amendments, line 9, strike out "SEC. 8." and insert in lieu thereof *SEC. 6.*; and the Senate agree to the same.

Amendment numbered 9:

That the House recede from its disagreement to the amendment of the Senate numbered 9, and agree to the same with an amendment as follows:

On page 9 of the Senate engrossed amendments, on the next to the last line, strike out ": 9" and insert in lieu thereof : 7; and the Senate agree to the same.

Amendment numbered 10:

That the House recede from its disagreement to the amendment of the Senate numbered 10, and agree to the same with an amendment as follows:

On page 9 of the Senate engrossed amendments, on the last line, strike out ": 10" and insert in lieu thereof : 8; and the Senate agree to the same.

Amendment numbered 11:

That the House recede from its disagreement to the amendment of the Senate numbered 11, and agree to the same with an amendment as follows:

On page 10 of the Senate engrossed amendments, line 2, strike out "Subsection" and insert in lieu thereof *Paragraph*; and the Senate agree to the same.

GEORGE H. FALLON  
CLIFFORD DAVIS,  
JOHN A. BLATNIK,  
GORDON H. SCHERER  
WILLIAM C. CRAMER

*Managers on the Part of the House.*

DENNIS CHAVEZ,  
ROBT. S. KERR,  
PAT McNAMARA,  
JENNINGS RANDOLPH (except  
as to amendment No. 2),  
FRANCIS CASE,  
JOHN SHERMAN COOPER (except  
as to amendment No. 2),  
HUGH SCOTT (except  
as to amendment No. 2),

*Managers on the Part of the Senate.*



## STATEMENT OF THE MANAGERS ON THE PART OF THE HOUSE

The managers on the part of the House at the conference on the disagreeing votes of the two Houses on the amendments of the Senate to the bill (H.R. 1495) to authorize appropriations for the fiscal years 1962 and 1963 for the construction of certain highways in accordance with title 23 of the United States Code, and for other purposes, submit the following statement in explanation of the effect of the action agreed upon by the conferees and recommended in the accompanying conference report:

Amendment No. 1: This amendment would increase the authorization for public land highways for the fiscal year ending June 30, 1962, by an additional \$500,000, bringing the total authorization for that fiscal year to a total of \$3,500,000.

Amendment No. 3: This is a technical amendment and the House recedes.

Amendment No. 4: This Senate amendment provides that non-taxable Indian lands, individual and tribal, and both reserved and unreserved land in the public domain, exclusive of national forests, national parks, and national monuments, shall be used in computing the Federal share payable for Federal-aid highway projects in public lands States financed with Federal-aid primary, secondary, or urban funds. Existing law permits the use of unappropriated and unreserved public lands and non-taxable Indian lands in computing the sliding scale ratio of Federal-aid participation in public lands States.

The House recedes with an amendment which is a technical amendment.

Amendment No. 6: This Senate amendment provides that upon execution of a project agreement with a State for construction of a road relocation necessitated by the construction of a project by a Federal agency, the Bureau of Public Roads could pay immediately to the State the estimated Federal share of the cost of the project. When the project is completed and accepted by the Bureau, an adjustment based on the final cost of the project would be made, and any excess over the Federal pro rata share of the cost would be recovered by the Bureau and credited to the same class of funds from which the Federal payment was received.

The House recedes with an amendment which is a technical amendment only.

Amendment No. 7: This Senate amendment provides for participation of Federal-aid highway funds in the construction of approach roads to ferry facilities toll or free, on the Federal-aid systems, excluding the Interstate System. Such ferries could be publicly or privately owned, the operating authority of the ferries and the amount of fares charged must be under the control of a State agency or official, and the fares derived from publicly owned ferries would have to be applied to payment of the cost of construction or acquisition thereof

including debt service, and the necessary cost of operation, maintenance, repair, and replacement.

The House recedes with an amendment which is a technical amendment only.

Amendment No. 8: This Senate amendment would permit the States of Delaware and Maryland to repay to the Federal Government the Federal-aid highway funds paid on the segment of Interstate Route 95 from the vicinity of Farnhurst, Del., to the vicinity of the Whitmarsh Interchange in Baltimore County, Md., proposed as the location of a toll express highway. After repayment of Federal-aid highway funds and withdrawal of all project agreements, that section of the Interstate System would be free of any and all restrictions with respect to the imposition and collection of tolls or other charges, and could be constructed, operated, and maintained as a toll highway.

The House recedes with an amendment which is a technical amendment only.

Amendment No. 9: This Senate amendment is a technical numbering amendment.

The House recedes with a further technical renumbering amendment.

Amendment No. 10: This Senate amendment is a technical numbering amendment.

The House recedes with a further technical renumbering amendment.

Amendment No. 11: This Senate amendment repeals the present requirement in law that in making estimates of cost for completing the Interstate System, the cost of completing any mileage designated from the 1,000 additional miles authorized by section 108(1) of the Federal-Aid Highway Act of 1956 shall be excluded.

The House recedes with an amendment which is a technical amendment only.

GEORGE H. FALLON,  
CLIFFORD DAVIS,  
JOHN A. BLATNIK,  
GORDON H. SCHERER,  
WILLIAM C. CRAMER,  
*Managers on the Part of the House.*





approved the bill H.R. 9996 which, in my judgment, may well have most unfortunate consequences to the prosperity of a number of American enterprises, already hard pressed by excessive capacity and uncertain demand. H.R. 9996 is proposed as an amendment to section 402 of the Federal Property and Administrative Services Act of 1949, which is concerned with restricting the importation of American surplus property abroad into the United States. As now in effect, such imports are prohibited unless the Secretary of Commerce, or the Secretary of Agriculture for agricultural products, determine that such importations would relieve a domestic shortage or otherwise be beneficial to the economy of the country. H.R. 9996 completely reverses the nature of the determination which the Secretaries are called upon to make in the case of surplus property imports. Under this bill, imports of surplus property are prohibited unless the Secretary of Commerce or the Secretary of Agriculture determine that such imports will not result in undue loss of production or employment. The committee report itself states that "the principal effect of the bill would be to permit the importation of foreign excess property unless it would result in undue loss of production or employment in the United States," and the Administrator of the Business and Defense Services Administration of the Department of Commerce, William A. White, Sr., admitted in testimony before the committee that the new bill "represents to a marked degree a reversal of the point of view reflected in section 402 and appears to be a liberalization of policy in favor of importation of foreign excess property."

I submit that this is no time to take any step, no matter how well intentioned, in the direction of facilitating imports of Government surplus abroad. For certain industries, allowing any additional surplus property to come in from overseas would have serious consequences. We know, for example, that the domestic construction machinery manufacturers could suffer severely, if surplus construction machinery from abroad were dumped upon a market already glutted. The competition that these manufacturers have as a result of domestic surplus property is bad enough. Adding any foreign surplus would be intolerable. The producers of construction equipment have a great deal more assurance that harmful imports were to be excluded if the Secretary of Commerce has to certify that a particular import is necessary to relieve a domestic shortage or otherwise be beneficial to the economy, than if he merely has to certify that such imports will not result in "undue loss of production and employment." This added discretion should not be given the Secretary of Commerce. The protection under the law as it exists is greater and therefore preferable to what is offered by H.R. 9996. I therefore urge the defeat of this bill.

#### NATIONAL CAPITAL TRANSPORTATION ACT OF 1960

Mr. McMILLAN. Mr. Speaker, I call up the conference report on the bill (H.R. 11135) to aid in the development of a coordinated system of transportation for the National Capital region; to create a temporary National Capital Transportation Agency; to authorize negotiation to create an interstate agency; and for other purposes, and ask unanimous consent that the statement of the managers on the part of the House be read in lieu of the report.

The Clerk read the title of the bill.

The SPEAKER. Is there objection to the request of the gentleman from South Carolina?

There was no objection.

The Clerk read the statement.

(For conference report and statement, see proceedings of the House of June 30, 1960.)

Mr. GROSS. Mr. Speaker, will the gentleman yield?

Mr. McMILLAN. I yield to the gentleman from Iowa.

Mr. GROSS. May I ask the chairman of the committee or some member of it for a brief explanation.

Mr. BROYHILL. Mr. Speaker, if the gentleman will yield, in conference the Senate receded from practically all of its amendments and accepted the House version almost in toto. The main amendment that was adopted by the Senate was to eliminate the feature of the House bill that required further authorization on the part of Congress for any construction that took place; merely requiring an appropriation. They receded from that amendment and agreed to the original House version. That was the main difference between the two bodies. Another difference was, in the House version we restricted the construction of freeways and expressways in Northwest Washington until the subway system had received a fair trial. The Senate required a 2-year waiting period, and we compromised and made it a 5-year waiting period. The rest of the changes are minor.

Mr. GROSS. How about the appropriation in this bill? Did it remain the same for the commission or whatever it was, the advisory board, which was created under the House bill?

Mr. BROYHILL. There was no difference between the versions of the two bodies in that regard.

Mr. GROSS. So far as expenditures are concerned?

Mr. BROYHILL. Well, the main difference, as I tried to explain was that we required further authorization before any land acquisition or construction could be commenced. The Senate just struck that portion and just required an appropriation. The Senate receded from that and adopted the House version, which was far more restrictive.

Mr. GROSS. I thank the gentleman.

Mr. McMILLAN. Mr. Speaker, I move the previous question on the conference report.

The previous question was ordered.

The conference report was agreed to. A motion to reconsider was laid on the table.

(Mr. MICHEL asked and was given permission to extend his remarks at this point in the RECORD.)

Mr. MICHEL. Mr. Speaker on April 4, 1960, I introduced H.R. 11529 to prohibit REA Cooperatives from investing their reserves in Government securities bearing an interest rate in excess of the 2 percent, the rate at which the Cooperatives get their loans from the Government in the first place. I am happy to note that a few moments ago the following story came over the wire as follows:

WASHINGTON.—The Government today offered rural power and telephone cooperative borrowers a way to meet congressional and other criticism that some of them are making profits on reserve funds at Government expense.

The Rural Electrification Administration, which makes such loans, announced the Federal treasury has offered to become a depository for such excess funds and pay interest at 2 percent a year.

This rate is the same as that charged by the Government on loans to the cooperatives for building and expanding their systems.

Some congressmen have complained that some REA co-ops, upon accumulating reserves in excess of operating expenses and periodic payments on their Government loans, invest the money at much higher rates of interest than they pay the Government.

The Government's 2 percent interest rate is fixed by law. The Eisenhower administration has asked without success that Congress raise this rate to permit charges at commercial levels. The administration says the Government has had to pay more than 2 percent for much of the money it borrows to lend, in turn, to the local cooperatives.

#### THEODORE ROOSEVELT MEMORIAL

Mr. THORNBERRY. Mr. Speaker, by direction of the Committee on Rules, I call up House Resolution 574 and ask for its immediate consideration.

The clerk read the resolution, as follows:

*Resolved*, That upon the adoption of this resolution it shall be in order to move that the House resolve itself into the Committee of the Whole House on the State of the Union for the consideration of the bill (H.R. 8665) to amend the Act entitled "An Act to establish a memorial to Theodore Roosevelt in the National Capital" to provide for the construction of such memorial by the Secretary of the Interior. After general debate, which shall be confined to the bill, and shall continue not to exceed one hour, to be equally divided and controlled by the chairman and ranking minority member of the Committee on House Administration, the bill shall be read for amendment under the five-minute rule. At the conclusion of the consideration of the bill for amendment, the Committee shall rise and report the bill to the House with such amendments as may have been adopted, and the previous question shall be considered as ordered on the bill and amendments thereto to final passage without intervening motion except one motion to recommit.

Mr. THORNBERRY. Mr. Speaker, I yield myself such time as I may consume, after which I yield 30 minutes to



the gentleman from Tennessee [Mr. REECE].

Mr. Speaker, House Resolution 574 provides for the consideration of H.R. 8665, a bill to amend the act entitled "An act to establish a memorial to Theodore Roosevelt in the National Capital" to provide for the construction of such memorial by the Secretary of the Interior. The resolution provides for an open rule with 1 hour of general debate.

The purpose of H.R. 8665 is the erection of a memorial on Theodore Roosevelt Island in accordance with plans approved by the Theodore Roosevelt Memorial Association. Estimated cost of the memorial is \$886,000.

The Theodore Roosevelt Memorial Association purchased the 88-acre island, which now has an estimated value of \$3 million, and presented it to the Federal Government as a memorial to Theodore Roosevelt, and has further expended large sums of money in planning both the general development of the area and the memorial feature itself. It is equitable that the Federal Government pay the cost of the construction of the proposed memorial which has been approved by the Memorial Association, the Commission of Fine Arts, the National Capital Planning Commission, the Theodore Roosevelt Centennial Commission, and the National Park Service. The feature will be so located that it may be viewed in proper perspective by the millions of motorists using the low-level bridge presently under construction which will intersect the southern end of the island.

The estimated cost of the memorial includes the cost of accommodations for limited parking, utilities, landscaping, and a public comfort station.

Mr. Speaker, I urge the adoption of House Resolution 574.

#### CALL OF THE HOUSE

Mr. HOFFMAN of Michigan. Mr. Speaker, I make the point of order that a quorum is not present.

The SPEAKER. Evidently a quorum is not present.

Mr. McCORMACK. Mr. Speaker, I move a call of the House.

A call of the House was ordered.

The Clerk called the roll, and the following Members failed to answer to their names:

[Roll No. 174]

Alexander	Edmondson	Madden
Alford	Evins	Mason
Anfuso	Farbstein	Minshall
Baker	Fogarty	Mitchell
Barden	Glenn	Morris, Okla.
Barry	Gray	Murphy
Baumhart	Harris	Pfost
Bennett, Mich.	Hébert	Pilcher
Bentley	Hollfield	Powell
Blitch	Irwin	Preston
Bowles	Jackson	Sheppard
Brown, Mo.	Kearns	Smith, Iowa
Buckley	Kee	Spence
Burdick	Keogh	Taylor
Celler	Kilburn	Thompson, La.
Daddario	Klueczynski	Vinson
Dawson	Lafore	Wainwright
Diggs	McSween	Withrow
Dorn, S.C.	Macdonald	Younger
Durham	Maek	Zelenko

The SPEAKER. On this rollcall 371 Members have answered to their names, a quorum.

By unanimous consent, further proceedings under the call were dispensed with.

#### TEMPORARILY AUTHORIZING CERTAIN SUPPLEMENTAL AIR TRANSPORTATION

Mr. WILLIAMS of Mississippi submitted the following conference report and statement on the bill (H.R. 7593) to provide that the Civil Aeronautics Board may temporarily authorize certain air carriers to engage in supplemental air transportation, and for other purposes:

CONFERENCE REPORT (H. REPT. No. 2072)

The committee of conference on the disagreeing votes of the two Houses on the amendments of the Senate to the bill (H.R. 7593) to provide that the Civil Aeronautics Board may temporarily authorize certain air carriers to engage in supplemental air transportation, and for other purposes, having met, after full and free conference, have agreed to recommend and do recommend to their respective Houses as follows:

That the House recede from its disagreement to the amendments of the Senate numbered 3 and 4 and agree to the same.

Amendment numbered 1: That the House recede from its disagreement to the amendment of the Senate numbered 1, and agree to the same with an amendment, as follows: In lieu of the matter proposed to be inserted by the Senate amendment insert the following: "twenty"; and the Senate agree to the same.

Amendment numbered 2: That the House recede from its disagreement to the amendment of the Senate numbered 2, and agree to the same with an amendment, as follows: In lieu of the matter proposed to be inserted by the Senate amendment insert the following: "twenty"; and the Senate agree to the same.

JOHN BELL WILLIAMS,  
MORGAN M. MOULDER,  
JOHN JARMAN,  
WILLIAM L. SPRINGER,  
HAROLD R. COLLIER,

Managers on the Part of the House.

A. S. MIKE MONRONEY,  
CLAIR ENGLE,  
NORRIS COTTON,

Managers on the Part of the Senate.

#### STATEMENT

The managers on the part of the House at the conference on the disagreeing votes of the two Houses on the amendments of the Senate to the bill (H.R. 7593) to provide that the Civil Aeronautics Board may temporarily authorize certain air carriers to engage in supplemental air transportation, and for other purposes, submit the following statement in explanation of the effect of the action agreed upon by the conferees and recommended in the accompanying conference report:

Amendments Nos. 1 and 2: The House bill authorized the Civil Aeronautics Board to permit certain air carriers to engage in supplemental air transportation for a period of twelve months from the date of enactment of the bill.

Senate amendments Nos. 1 and 2 proposed to extend this temporary authority of the Civil Aeronautics Board from twelve months to twenty-four months.

The committee of conference agreed to limit this temporary authority of the Board to a period of twenty months from the date of enactment of the bill.

Amendments Nos. 3 and 4: The House bill provided that there would be eligible for interim operating authority under the bill only those air carriers which both (1) had operated in interstate air transportation as

a supplemental air carrier under Board Order E-9744 of November 15, 1955, and (2) had an application for a certificate as a supplemental air carrier pending before the Civil Aeronautics Board on the date of enactment of the bill.

Senate amendments Nos. 3 and 4 in effect made eligible for such interim operating authority (in addition to the air carriers eligible for such authority under the House provisions) any person who either (1) had operated in interstate air transportation as a supplemental air carrier under Board Order E-9744 of November 15, 1955, or (2) had an application for a certificate as a supplemental air carrier pending before the Board on the date of enactment of the bill.

All air carriers eligible for interim operating authority under the House provisions also were made eligible for such authority by Senate amendments Nos. 3 and 4. In addition to those air carriers eligible for interim operating authority under the House bill, the Senate amendments made eligible for such authority (1) persons who had operated under Board Order E-9744, but did not have an application for a certificate pending before the Board on the date of enactment of the bill, and (2) persons who had never operated under such Board Order, but had an application for a certificate pending before the Board on such date of enactment.

The House recedes.

JOHN BELL WILLIAMS,  
MORGAN M. MOULDER,  
JOHN JARMAN,  
WILLIAM L. SPRINGER,  
HAROLD R. COLLIER,

Managers on the Part of the House.

#### COMMITTEE ON PUBLIC WORKS

Mr. FALLON. Mr. Speaker, I ask unanimous consent that the Committee on Public Works may have until midnight tonight to file a conference report on the bill H.R. 10495.

The SPEAKER. Is there objection to the request of the gentleman from Maryland?

There was no objection.

The conference report and statement follow:

CONFERENCE REPORT (H. REPT. No. 2080)

The committee of conference on the disagreeing votes of the two Houses on the amendments of the Senate to the bill (H.R. 10495) to authorize appropriations for the fiscal years 1962 and 1963 for the construction of certain highways in accordance with title 23 of the United States Code, and for other purposes, having met, after full and free conference, have agreed to recommend and do recommend to their respective Houses as follows:

That the Senate recede from its amendments numbered 2 and 5.

That the House recede from its disagreement to the amendments of the Senate numbered 1 and 3 and agree to the same.

Amendment numbered 4: That the House recede from its disagreement to the amendment of the Senate numbered 4, and agree to the same with an amendment, as follows: In lieu of the matter proposed to be inserted by the Senate amendment insert the following:

"SEC. 3. That section 120(a) of title 23, United States Code, is hereby amended by striking out 'unappropriated and unreserved public lands and nontaxable Indian lands, individual and tribal,' and inserting in lieu thereof 'nontaxable Indian lands, individual and tribal, and public domain lands (both reserved and unreserved) exclusive of national forests and national parks and monuments.'"



And the Senate agree to the same.

Amendment numbered 6: That the House recede from its disagreement to the amendment of the Senate numbered 6, and agree to the same with an amendment, as follows: On page 6 of the Senate engrossed amendments, line 4, strike out "Sec. 6." and insert in lieu thereof "Sec. 4."; and the Senate agree to the same.

Amendment numbered 7: That the House recede from its disagreement to the amendment of the Senate numbered 7, and agree to the same with an amendment, as follows: On page 7 of the Senate engrossed amendments, line 11, strike out "Sec. 7." and insert in lieu thereof "Sec. 5."; and the Senate agree to the same.

Amendment numbered 8: That the House recede from its disagreement to the amendment of the Senate numbered 8, and agree to the same with an amendment, as follows:

On page 8 of the Senate engrossed amendments, line 9, strike out "Sec. 8." and insert in lieu thereof "Sec. 6."; and the Senate agree to the same.

Amendment numbered 9: That the House recedes from its disagreement to the amendment of the Senate numbered 9, and agree to the same with an amendment, as follows:

On page 9 of the Senate engrossed amendments, on the next to the last line, strike out ": 9" and insert in lieu thereof ": 7"; and the Senate agree to the same.

Amendment numbered 10: That the House recede from its disagreement to the amendment of the Senate numbered 10, and agree to the same with an amendment, as follows: On page 9 of the Senate engrossed amendments, on the last line, strike out ": 10" and insert in lieu thereof ": 8"; and the Senate agree to the same.

Amendment numbered 11: That the House recede from its disagreement to the amendment of the Senate numbered 11, and agree to the same with an amendment, as follows: On page 10 of the Senate engrossed amendments, line 2, strike out "Subsection" and insert in lieu thereof "Paragraph"; and the Senate agree to the same.

GEORGE H. FALLON,  
CLIFFORD DAVIS,  
JOHN A. BLATNIK,  
GORDON H. SCHERER,  
WILLIAM C. CRAMER,

*Managers on the Part of the House.*

DENNIS CHAVEZ,  
ROBERT S. KERR,  
PAT McNAMARA,  
JENNINGS RANDOLPH (except  
amendment No. 2),  
FRANCIS CASE,  
JOHN SHERMAN COOPER (except  
amendment No. 2),  
HUGH SCOTT (except  
amendment No. 2),

*Managers on the Part of the Senate.*

#### STATEMENT

The managers on the part of the House at the conference on the disagreeing votes of the two Houses on the amendments of the Senate to the bill (H.R. 10495) to authorize appropriations for the fiscal years 1962 and 1963 for the construction of certain highways in accordance with title 23 of the United States Code, and for other purposes, submit the following statement in explanation of the effect of the action agreed upon by the conferees and recommended in the accompanying conference report:

Amendment No. 1: This amendment would increase the authorization for public land highways for the fiscal year ending June 30, 1962, by an additional \$500,000 bringing the total authorization for that fiscal year to a total of \$3,500,000.

Amendment No. 3: This is a technical amendment and the House recedes.

Amendment No. 4: This Senate amendment provides that nontaxable Indian lands, individual and tribal, and both reserved and

unreserved land in the public domain, exclusive of national forests, national parks, and national monuments, shall be used in computing the Federal share payable for Federal-aid highway projects in public lands States financed with Federal-aid primary, secondary, or urban funds. Existing laws permits the use of unappropriated and unreserved public lands and nontaxable Indian lands in computing the sliding scale ratio of Federal-aid participation in public lands States.

The House recedes with an amendment which is a technical amendment.

Amendment No. 6: This Senate amendment provides that upon execution of a project agreement with a State for construction of a road relocation necessitated by the construction of a project by a Federal agency, the Bureau of Public Roads could pay immediately to the State the estimated Federal share of the cost of the project. When the project is completed and accepted by the Bureau, an adjustment based on the final cost of the project would be made, and any excess over the Federal pro rata share of the cost would be recovered by the Bureau and credited to the same class of funds from which the Federal payment was received.

The House recedes with an amendment which is a technical amendment only.

Amendment No. 7: This Senate amendment provides for participation of Federal-aid highway funds in the construction of approach roads to ferry facilities toll or free, on the Federal-aid systems, excluding the Interstate System. Such ferries could be publicly or privately owned, the operating authority of the ferries and the amount of fares charged must be under the control of a State agency or official, and the fares derived from publicly owned ferries would have to be applied to payment of the cost of construction or acquisition thereof including debt service, and the necessary cost of operation, maintenance, repair, and replacement.

The House recedes with an amendment which is a technical amendment only.

Amendment No. 8: This Senate amendment would permit the States of Delaware and Maryland to repay to the Federal Government the Federal-aid highway funds paid on the segment of Interstate Route 95 from the vicinity of Farnhurst, Del., to the vicinity of the Whitmarsh Interchange in Baltimore County, Md., proposed as the location of a toll express highway. After repayment of Federal-aid highway funds and withdrawal of all project agreements, that section of the Interstate System would be free of any and all restrictions with respect to the imposition and collection of tolls or other charges, and could be constructed, operated, and maintained as a toll highway.

The House recedes with an amendment which is a technical amendment only.

Amendment No. 9: This Senate amendment is a technical numbering amendment.

The House recedes with a further technical renumbering amendment.

Amendment No. 10: This Senate amendment is a technical numbering amendment.

The House recedes with a further technical renumbering amendment.

Amendment No. 11: This Senate amendment repeals the present requirement in law that in making estimates of cost for completing the Interstate System, the cost of completing any mileage designated from the 1,000 additional miles authorized by section 108(1) of the Federal-Aid Highway Act of 1956 shall be excluded.

The House recedes with an amendment which is a technical amendment only.

GEORGE H. FALLON,  
CLIFFORD DAVIS,  
JOHN A. BLATNIK,  
GORDON H. SCHERER,  
WILLIAM C. CRAMER,

*Managers on the Part of the House.*

#### EXEMPTION FROM INCOME TAX FOR SUPPLEMENTAL UNEMPLOYMENT BENEFIT TRUSTS

Mr. MILLS submitted the following conference report and statement on the bill (H.R. 8229) to amend the Internal Revenue Code of 1954 to provide an exemption from income tax for supplemental unemployment benefit trusts:

CONFERENCE REPORT (H. REPT. No. 2073)

[To accompany H.R. 8229]

The committee of conference on the disagreeing votes of the two Houses on the amendments of the Senate to the bill (H.R. 8229) to amend the Internal Revenue Code of 1954 to provide an exemption from income tax for supplemental unemployment benefit trusts, having met after full and free conference, have agreed to recommend and do recommend to their respective Houses as follows:

That the Senate recede from its amendment numbered 10.

That the House recede from its disagreement to the amendments of the Senate numbered 1, 2, 3, 4, 5, 6, 7, 8, and 9, and agree to the same.

W. D. MILLS,  
AIME J. FORAND,  
CECIL R. KING,  
N. M. MASON,  
JOHN W. BYRNES,

*Managers on the Part of the House.*

HARRY F. BYRD,  
ROBT S. KERR,  
J. ALLEN FREAR,  
CLINTON P. ANDERSON,  
JOHN J. WILLIAMS,  
FRANK CARLSON,

*Managers on the Part of the Senate.*

#### STATEMENT

The managers on the part of the House at the conference on the disagreeing votes of the two Houses on the amendments of the Senate to the bill (H.R. 8229) to amend the Internal Revenue Code of 1954 to provide an exemption from income tax for supplemental unemployment benefit trusts, submit the following statement in explanation of the effect of the action agreed upon by the conferees and recommended in the accompanying conference report:

Amendment No. 1: Under the bill as passed by the House, the term "supplemental unemployment compensation benefits" includes benefits which are paid to an employee because of his involuntary unemployment (whether or not temporary) resulting directly from a reduction in force, the discontinuance of a plant or operation, or other similar conditions. Under Senate amendment numbered 1, the term includes benefits which are paid to an employee because of his involuntary separation from the employment of the employer (whether or not such separation is temporary). This amendment makes it clear that supplemental unemployment compensation benefits include benefits paid to an employee who has been temporarily separated from the service of his employer even though the employee may have obtained other employment during the period of his temporary separation.

The House recedes.

Amendment No. 2: This is a clerical amendment. The House recedes.

Amendment No. 3: This is a clarifying amendment and provides in effect that exemption from income tax shall not be denied under section 501(a) of the 1954 code to any organization entitled to such exemption as a voluntary employees' beneficiary association under section 501(c)(9) of the 1954 code merely because such organization provides for the payment of supplemental unemployment benefits (as defined in the



new section 501(c) (17) (D) (i) added by the bill).

The House recedes.

Amendments Nos. 4, 5, 6, 7, and 9: These amendments change from September 4, 1959, to December 31, 1959, the dates on which the rules contained in the bill relating to prohibited transactions, the unrelated business income tax, and business bases are made applicable.

The House recedes.

Amendment No. 8: Under the House bill, the amendments made by the bill were, in general, to apply to taxable years beginning after December 31, 1958. Under Senate amendment No. 8, the amendments are to apply to taxable years beginning after December 31, 1959.

The House recedes.

Amendment No. 10: This amendment added a new section 7 to the bill which provided that for any taxable year beginning before July 1, 1961, exemption shall not be denied under section 501(a) of the 1954 code, as an organization described in section 501(c) (3) of such code, to any nurses organization or association described in the new section solely on the ground that such organization or association limits its membership to individuals affiliated with a professional society, is principally supported by registration fees, or is controlled or operated by its registrant members.

The Senate recedes.

W. D. MILLS,  
AIME J. FORAND,  
CECIL R. KING,  
N. M. MASON,  
JOHN W. BYRNES,

*Managers on the Part of the House.*

## SUSPENSION OF DUTIES ON METAL SCRAP

Mr. MILLS submitted the following conference report and statement on the bill (H.R. 11748) to continue until the close of June 30, 1961, the suspension of duties on metal scrap, and for other purposes:

### CONFERENCE REPORT (H. REPT. No. 2074)

The committee of conference on the disagreeing votes of the two Houses on the amendments of the Senate to the bill (H.R. 11748) to continue until the close of June 30, 1961, the suspension of duties on metal scrap, and for other purposes, having met after full and free conference, have agreed to recommend and do recommend to their respective Houses as follows:

That the House recede from its disagreement to the amendments of the Senate numbered 1, 2, 3, and 4, and agree to the same.

W. D. MILLS,  
AIME J. FORAND,  
CECIL R. KING,  
N. M. MASON,  
JOHN W. BYRNES,

*Managers on the Part of the House.*

HARRY F. BYRD,  
ROBERT S. KERR,  
J. ALLEN FREAR,  
CLINTON P. ANDERSON,  
JOHN J. WILLIAMS,  
FRANK CARLSON,

*Managers on the Part of the Senate.*

### STATEMENT

The managers on the part of the House at the conference on the disagreeing votes of the two Houses on the amendments of the Senate to the bill (H.R. 11748) to continue until the close of June 30, 1961, the suspension of duties on metal scrap, and for other purposes, submit the following statement in explanation of the effect of

the action agreed upon by the conferees and recommended in the accompanying conference report:

Amendment No. 1: This is a technical amendment to conform section 2 of the bill to the action of the Senate in adding new sections to the bill. The House recedes.

Amendment No. 2: This amendment adds a new section 3 to the bill. Subsection (a) of the new section 3 provides (in a new paragraph 758(b) added to the Tariff Act of 1930) for a separate tariff classification and a tariff rate of 1½ cents per pound for coconut meat, fresh or frozen, and shredded or grated, or similarly prepared, unsweetened or sweetened with sugar not to exceed 10 per centum by weight. Subsection (b) of the new section 3 provides that the amendment made by the section is to apply in the case of articles entered for consumption, or withdrawn from warehouse for consumption, after the 30th day after the date of the enactment of the bill. The House recedes.

Amendment No. 3: This amendment adds a new section 4 to the bill. Subsection (a) of the new section 4 amends paragraph 1805 of the Tariff Act of 1930 to add tight barrelheads of softwood to the duty-free list. Subsection (b) of the new section 4 provides that the amendment is to apply in the case of articles entered for consumption, or withdrawn from warehouse for consumption, after the 30th day after the date of the enactment of the bill. The House recedes.

Amendment No. 4: Section 309(a) of the Tariff Act of 1930 provides that certain articles of foreign or domestic origin may be withdrawn (under such regulations as the Secretary of the Treasury may prescribe) free of duty and internal revenue tax for vessels or aircraft engaged in trade between the United States and any of its possessions. Before Alaska and Hawaii became States, they were regarded as possessions of the United States for purposes of this provision.

Senate amendment numbered 4 adds a new section 5 to the bill. Subsection (a) amends section 309(a) of the Tariff Act of 1930 to provide that the withdrawal provisions shall apply with respect to vessels or aircraft engaged in trade between Hawaii and any other part of the United States or between Alaska and any other part of the United States. The Senate amendment also added a new paragraph to section 309(a) of the Tariff Act of 1930 to provide that the provisions for free withdrawal made by section 309(a) (as amended by the Senate amendment) shall not apply to petroleum products for vessels or aircraft in voyages or flights exclusively between Hawaii or Alaska and any airport or Pacific Coast Seaport of the United States.

Under subsection (b) of the new section 5, the amendment is to apply only with respect to articles withdrawn on or after the date of the enactment of the bill.

The House recedes. It is the understanding of all the conferees both on the part of the House and of the Senate that the amendment made by the new section 5 added by Senate amendment numbered 4 is not intended to change the status existing under the mandatory oil import program immediately prior to the effective date of this amendment with respect to petroleum supplies for vessels or aircraft operated by the United States. The conferees were assured by the Department of Defense that the mandatory oil import program will not be affected by the amendment.

W. D. MILLS,  
AIME J. FORAND,  
CECIL R. KING,  
N. M. MASON,  
JOHN W. BYRNES,

*Managers on the Part of the House.*

## THEODORE ROOSEVELT MEMORIAL

Mr. REES of Tennessee. Mr. Speaker, I have no further requests for time.

Mr. THORNBERRY. Mr. Speaker, I yield such time as he may desire to the gentleman from Pennsylvania [Mr. FLOOD].

Mr. FLOOD. Mr. Speaker, I take this time now instead of on the bill because I have a conference engagement on another bill. I do this because I have a long tradition in my family of friendship, admiration, and great affection for Teddy Roosevelt.

As a child he, a great friend of my grandfather whose name I proudly bear, came to visit my home city of Hazleton, Pa., and later our home in Wilkes-Barre, Pa.

That was because of the great Teddy Roosevelt's part in the settlement of the famous 1903 anthracite coal strike, one of the most frightful, one of the longest, one of the most disastrous contests between management and labor in American history. My grandfather, Daniel J. McCarthy, was the attorney for the Miners Union.

Thank God, it was a part of the great heart of this great American that the first agreement between the workers of the coal mines and the management of the anthracite industry came about.

One of the proudest possessions in my home is a large silver goblet presented to my grandfather by the great Teddy. I think in these times today, Mr. Speaker, when lack of leadership against the enemies of my country goes on day and night, I can think of what Teddy Roosevelt would do, he who sent the great white fleet to show the flag of America around the world, and defying the world, establishing our position as the leading nation in the world, done by this great leader with a great heart and courage who said, "Speak softly, but carry a big stick."

Can you imagine this bewildered and bewhiskered "Infidel" Castro, with the black mattress around his chin, thumbing his nose at my country if Teddy Roosevelt was President? He must turn over in his grave to see things as they are today.

So, Mr. Speaker, from my heart, with great affection through the years for the first great man that I became acquainted with in person, I come today, and I glory in the opportunity that I come to this great forum so many years later, and on the altar of his homeland place this oral wreath to one of the greatest human beings, certainly one of the greatest Americans, that ever lived, who was a young man and a young President and proved that youth and vigor and patriotism today, as always, is pure gold in the leadership of the world.

Mr. THORNBERRY. Mr. Speaker, I yield 2 minutes to the gentleman from Massachusetts [Mr. McCORMACK].

Mr. McCORMACK. Mr. Speaker, earlier this afternoon I made some remarks and some questions were asked of me about how long Congress might run after our return. And, reference was









# Digest of CONGRESSIONAL PROCEEDINGS

OF INTEREST TO THE DEPARTMENT OF AGRICULTURE

OFFICE OF  
BUDGET AND FINANCE

(For Department  
Staff Only)

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For actions of July 2, 1960  
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HIGHLIGHTS: Senate passed and House rejected measure to permit President to adjust ban sugar quota. Sen. Johnson proposed new farm program. Sen. Carlson urged study of wheat. Both Houses received conference report on supplemental appropriation bill. Both Houses agreed to conference report on road authorization bill, including forest roads. Senate confirmed nomination of Stephens to be USDA General Counsel. Sen. Murray introduced and discussed bill to establish National Wilderness Preservation System. Sen. Humphrey introduced and discussed bill to establish national security food and fiber reserve.

## \*HOUSE

1. SUPPLEMENTAL APPROPRIATION BILL, 1961. Both Houses considered Senate amendments to this bill, H. R. 12740 (pp. 14603, 14616-31, 14651, 14586). By a vote of 257 to 109, the House agreed to a Rules Committee resolution providing for consideration of the bill with Senate amendments (pp. 14616-27). The House concurred in Senate amendments to provide to SCS \$1,800,000 additional for watershed protection and \$1,570,000 additional for flood prevention activities (p. 14628). The House receded from its disagreement to, and concurred in, Senate amendments to strike out \$500,000 to ARS for the construction of an entomology laboratory and insert \$5,200,000 to ARS for the construction of facilities, and to provide \$1,350,000 addition to AMS to permit inspection of poultry.

food products in processing plants during fiscal year 1961 (p. 14651). The House agreed to insist on its disagreement to a Senate amendment to provide \$30,000,000 to the Bureau of Public Roads for payment of obligations incurred in the construction of forest highways, and a Senate amendment to provide that appropriations, authorizations, and funds available to departments and agencies for the fiscal year 1961 may be apportioned on the basis indicating the need for supplemental estimates so as to permit the payment of pay increases provided for in new pay raise law (p. 14651).

2. SUGAR. Agreed to a resolution (H. Res. 598) providing for the return to the Senate without action S. J. Res. 217, to permit the President to adjust Cuban sugar quotas for the balance of the calendar year 1960. Rep. McCormack stated that the resolution "states that the House respectfully declines to receive it on the ground that it involves revenue or affects revenue; and, under the Constitution, such legislation should originate in the House of Representatives." p. 14657
3. ROADS; FORESTRY. Both Houses agreed to the conference report on H. R. 10495, the highway authorization bill. As agreed to the bill authorizes \$33,000,000 for forest highways for each of the fiscal years 1962 and 1963, and \$35,000,000 and \$40,000,000 for the fiscal years 1962 and 1963, respectively, for forest development roads and trails, and authorizes \$500,000 for the construction of a road on forest land in Ga. (pp. 14546-9, 14602-3). This bill will now be sent to the President.
4. POSTAL RATES; EDUCATION. Concurred in the Senate amendments to H. R. 4595, to clarify and make uniform certain provisions of law relating to special postage rates for educational, cultural, and library materials (pp. 14599-600). This bill will now be sent to the President.
5. LAND-GRANT COLLEGES; EDUCATION. Passed without amendment S. 3450, to amend section 22 (relating to the endowment and support of colleges of agriculture and mechanic arts) of the Act of June 29, 1935, so as to increase the authorized appropriation for resident teaching grants to land-grant institutions. The bill increases the amount to be equally distributed to States from \$1 million each fiscal year to \$7,650,000, and increases the amount to be distributed annually on the basis of relative population from \$1,501,500 each fiscal year to \$4,300,000. (pp. 14606-12) This bill will now be sent to the President. A similar bill, H. R. 10876 was tabled.
6. LANDS. Concurred in the Senate amendment to H. R. 7004, to permit consistent practices in the management of all Bureau of Land Management lands so far as investigations, cooperative agreements, and acceptance of contributions are concerned (p. 14631). This bill will now be sent to the President.
7. COCONUT MEAT, SOFT WOODS. Agreed to the conference report on H. R. 11748, relating to the suspension of duty on metal scrap, including provisions to fix the import duty at 1-1/10 cents per pound on fresh coconut meat which has not been desiccated, and provides for the duty-free importation of tight barrelheads of soft wood (pp. 14604-5). This bill will now be sent to the President.

\*(This is a partial report; the balance of the proceedings for July 2 have not yet been printed.)



ing Poland, induce the Polish people of Warsaw to heroically rebel against the Nazi occupiers and then abandon them to slaughter by the Nazis?

In various wartime agreements, the allied nations pledged themselves to conduct the war against the enemy unrelentingly, and to cooperate after the war in plans for recovery. The U.S.S.R., however, had its own plans for postwar Communist expansion in Eastern Europe, as evidenced by subsequent developments there. This political motive was an important factor influencing Soviet military inaction during the Warsaw uprising.

Question 9. Why did the Soviet break its pledged word that the people of the satellite nations, under free and open elections, would be permitted to choose the type of government they wanted?

Soviet refusal to grant self-determination to the peoples of the satellite nations of Eastern Europe stems from the Soviet campaign during and after World War II to gain and maintain Communist control over these nations. The United States does not regard Soviet domination over the nations of Eastern Europe as an acceptable permanent condition of affairs. Regimes in these countries have been forcibly imposed and maintained, as in the case of Hungary, by repeated Soviet political and military intervention. The peoples of these countries are denied basic freedoms and real national independence.

Satisfactory solution of the Eastern European problem must be based, in keeping with the solemn pledges by the United States, Soviet, and other Allied Governments during and after World War II, upon the right of the Eastern European peoples freely (a) to choose the governments and institutions under which they will live and (b) to enjoy full national independence free from all foreign interference in their internal affairs.

Question 10. Why did the Soviet aid and induce the Red Chinese to use their military power against South Korea, resulting in death and injury to thousands of American boys?

The Soviet Union supported Communist China in the Korean war in order to secure the Soviet satellite government of North Korea for the Communist bloc and, if possible, to expand Communist power to South Korea and in Asia without instigating a world war which would have resulted from the Soviet Union's cobelligerency with North Korea.

Question 11. Why did the Soviet encourage the Red Chinese in the bombardment and killing of innocent people at the Quemoy and Matsu Islands?

The Soviet Union has consistently supported the claims of Communist China to Quemoy and Matsu. During the offshore islands crisis, in mid-1954, however, the Soviet leaders spoke of "popular" but not Soviet "government" support of the Chinese Communists, "liberation aspirations" toward the offshore islands. At that time they did not threaten to evoke the 1950 Sino-Soviet Treaty of Friendship, Alliance, and Mutual Assistance. In the 1958 offshore island crisis Khrushchev did issue the warning that "an attack on the People's Republic of China, which is a great friend, ally, and neighbor of our country, is an attack on the Soviet Union," and that if Communist China fell victim to an atomic attack the aggressor would get a rebuff by the same means. The Chinese Communists, who have consistently followed aggressive policies, probably needed no encouragement to initiate the bombardment of Quemoy, but it is likely that, prior to the 1958 attack, the Red Chinese received some expression of support from the Soviet Union.

Question 12. What is the explanation for the mass and merciless murder of the freedom fighters of Hungary, Poland, and East

Germany, who were fighting for liberation in those respective countries?

The Communist regime in Hungary was forcibly imposed by the Soviet Union upon the Hungarian people at the end of World War II. Since that time, the Hungarian regime has been and remains, in all essential matters, Soviet dominated. Because of its origin and nature, it is dependent in the final analysis upon Soviet power for its continued ability to exist and to rule. The Hungarian uprising was so general and sweeping that it unseated this Soviet-dominated regime, attracted large numbers of the Hungarian armed forces to either active or passive support of the revolutionary movement, and placed temporary control of the country in the hands of the freedom fighters and of a new coalition government headed by Imre Nagy, which supported the aims of the revolution. Confronted by these internal developments which clearly pointed to the realization by the Hungarian people of their aspiration to live in freedom and independence, and fearing the disintegrative effect which a successful Hungarian revolt would have on the Soviet bloc structure, the Soviet Union intervened ruthlessly with massive armed force to crush the revolt and reimpose a Soviet-dominated regime upon the Hungarian people. Following the Soviet intervention, the new Hungarian regime, supported by the continued presence of Soviet troops within Hungary, undertook a campaign of systematic and harsh reprisals against the leaders and participants in the revolt aimed at the suppression of all remaining overt dissent and opposition, the reestablishment and consolidation of its power and authority, and the discouragement of any future attempts at rebellion.

In East Germany in 1953, and in Poland in 1956, unrest occurred as a result of popular dissatisfaction with the situation in those countries. In contrast to the 1956 events in Hungary, however, these disturbances were short-lived and resulted in relatively little bloodshed.

Mr. LAUSCHE. Mr. President, I have in my hand a newspaper which carries a report of the election mentioned by the Senator from Vermont [Mr. AIKEN] yesterday. The issue before the Japanese people in the province was the treaty with the United States. The results show that the person subscribing to the treaty, the person standing by Mr. Kishi, was elected by a vote of 295,000 to 186,000.

Mr. AIKEN. Mr. President, will the Senator yield?

Mr. LAUSCHE. I yield.

Mr. AIKEN. Did the Senator notice also that the majority for the Kishi party in this election was several thousand larger than it was in the last election, preceding the formulating of the Japanese-American treaty?

Mr. LAUSCHE. I did not know that.

Mr. AIKEN. That is a fact. There was a 5,000 or 6,000 larger majority in the latest election than in the previous election which was held before the treaty became effective.

Mr. LAUSCHE. I thank the Senator.

Mr. President, I now yield to the Senator from Connecticut [Mr. DODD].

Mr. DODD. Mr. President, I rise to express my gratitude to our colleague, the distinguished Senator from Ohio, for what he has said today.

I have listened to the discussions we have had on this subject. I have read the report. I think the Senator from Ohio, along with other Senators, has

helped us to better understand the controversy which has been raging since the U-2 flight and since Khrushchev torpedoed the Paris conference. I thank the Senator for what he has said. I find myself in great agreement, as I usually do, with the Senator from Ohio.

It should be said on my part—although I doubt it really needs to be repeated—that I have had my grave misgivings about the conduct of our foreign policy, certainly since the death of John Foster Dulles. I think history will show that his tragic passing marked a sharp turning point in our fortunes in international affairs. When we lost his great influence and the great genius which he possessed, we lost something which I think we shall have to search far to replace.

However, the present dispute about the U-2 flight and the failure at Paris are something else and the cynical efforts of some to have it appear that this is anything else than a logical consequence of a foolish policy which they encouraged and approved is more than I can abide in silence. And the Senator from Ohio has helped greatly to unmask this cynicism. For I think it is most important that our own people should not be misled. I think our friends elsewhere in the world should not be misled by the controversy. It should not be made to appear that we are guilty of some crime, of some great wrong, of some tragic mistake which brought down a structure which had been erected for the purpose of establishing peace and preserving peace or for ending tensions. For this is not the fact.

Mr. LAUSCHE. Mr. President, may we have order in the Chamber?

The PRESIDING OFFICER. The visitors in the galleries are reminded that they are guests of the Senate. Please be as quiet as possible in entering and departing from the Chamber. Senators will refrain from audible conversation.

The Senator from Ohio may proceed.

Mr. LAUSCHE. Mr. President, I yield further to the Senator from Connecticut.

Mr. DODD. So I say I think it is tragically ironic that so many who urged the President to continue his efforts to find peace—which I know were genuine but fruitless and confused—those who encouraged him, and who said, "Yes, sir, this is right; me, too," and "more," were the first to turn on him and to condemn him and, in my judgment, to falsely charge him with responsibility for wrecking the Paris meeting. The tragedy of it all is that it should occur in the closing days, weeks, and months of his administration.

I repeat, I have had my sharp differences of opinion concerning the way our foreign affairs have been conducted. I have tried to express them as best I could. But I think it is a shame, a pity, and an injustice that the President should be charged with any responsibility at all for this failure, because it does not lie on his shoulders. It lies squarely on the shoulders of Khrushchev and his associates in the Communist bloc, not on the shoulders of President Eisenhower.



I thank the Senator from Ohio for helping us to better understand the situation. In my opinion he is one of the clear thinkers and great leaders of our time.

Mr. LAUSCHE. I thank the Senator from Connecticut very much.

Mr. CARLSON. Mr. President, will the Senator yield?

Mr. LAUSCHE. I yield.

Mr. CARLSON. I wish to associate myself with the remarks made by other Members of the Senate this afternoon in behalf of the statement made by our colleague from Ohio. He spoke accurately of his background. I know, Mr. President, because I had the privilege of serving as the Governor of the State of Kansas while the Senator from Ohio was the Governor of Ohio. We were closely associated together for several years in that particular field. It was my privilege in 1949 to serve as chairman of the Governor's Conference. When I left that fine assignment it was taken over by the distinguished Senator from Ohio, who at that time was the Governor of his State.

I know of the Senator's character and ability, and his firm conviction and belief in the strength and soundness of our Government, our Nation and its economy. It is a pleasure to serve with the Senator on the Committee on Foreign Relations. He has rendered an outstanding service to the country today in laying before us this splendid statement on our country, its background and the need for intelligence.

This has been the issue. It was my privilege to go through the hearings. I saw the pictures. I heard the testimony of the witnesses. The question is a question of the necessity of intelligence. Mr. President, had we not had the U-2 flights—despite some criticism, perhaps, in regard to the timing of them—we would have been negligent by not trying to secure any information we could for the security and the defense of this Nation.

I thank the Senator from Ohio for his statement.

Mr. LAUSCHE. Mr. President—

The PRESIDING OFFICER (Mr. Dobb in the chair). The Senator from Ohio has the floor.

Mr. LAUSCHE. Mr. President, mention has been made of the years 1949 and 1950. When Mr. Acheson, who was Secretary of State at the time, was being attacked in those years, I thought there was, frequently, political motivation behind the attacks, and as a citizen of the country I did not like them.

What I have said about the U-2 incident I will say about a successor, whoever it may be, based upon my purpose of serving the Nation. The position of Secretary of State is much like the position of a safety director in a metropolitan city. The task is practically insoluble. Sufficient grounds can be found for legitimate criticism, but when there is added to the legitimate criticism the criticism based upon political motivations, the critic is not serving his country.

I think all of us should give heed to the admonition, "Strive with all your might

to keep political motivations out of judgments which you form, especially if they are likely to have, when expressed, a prejudicial effect upon the character and the reputation of your country in the minds of the citizens of the world."

#### POSTHUMOUS AWARD OF MEDALS TO CERTAIN CHAPLAINS

The PRESIDING OFFICER laid before the Senate the amendment of the House of Representatives to the bill (S. 2969) to authorize the award posthumously of appropriate medals to Chaplain George L. Fox, Chaplain Alexander D. Goode, Chaplain Clark V. Poling, and Chaplain John P. Washington, which was, on page 1, line 5, strike out "Cambridge" and insert "Gilman,".

Mr. SYMINGTON. Mr. President, this bill relates to the posthumous award of appropriate medals to the celebrated four chaplains of World War II. The House amendment corrects the address of Chaplain George L. Fox to show it as "Gilman," Vt., instead of "Cambridge," Vt. The Committee on Armed Services has recommended concurrence in the House amendment.

I move that the Senate concur in the amendment of the House of Representatives to S. 2969.

The motion was agreed to.

#### ADJUSTMENT IN SUGAR QUOTAS

The Senate resumed the consideration of the joint resolution (S.J. Res. 217) to authorize the President to make certain adjustments in the sugar quotas for foreign countries.

Mr. BENNETT. Mr. President, a parliamentary inquiry.

The PRESIDING OFFICER. The Senator will state it.

Mr. BENNETT. Have we now come to the point at which time will be under control?

The PRESIDING OFFICER. Yes. The Senator from Ohio [Mr. LAUSCHE] having concluded his address, the unanimous-consent agreement now becomes effective.

Mr. BENNETT. When the majority leader obtained the unanimous-consent agreement, he announced that before time control went into effect there would be a quorum call. So I suggest the absence of a quorum, and I ask unanimous consent that the time not come from either side.

The PRESIDING OFFICER. Is there objection? The Chair hears none.

Mr. BENNETT. Mr. President, I suggest the absence of a quorum.

The PRESIDING OFFICER. The clerk will call the roll.

The legislative clerk proceeded to call the roll.

Mr. JOHNSON of Texas. Mr. President, I ask that the order for the quorum call be rescinded.

The PRESIDING OFFICER. Without objection, it is so ordered.

Mr. JOHNSON of Texas. Mr. President, as I understand, under the unanimous-consent agreement the Senate will proceed to the consideration of House Joint Resolution 217, the sugar joint res-

olution, and there will be an hour of debate—30 minutes to each side on the joint resolution and 15 minutes to each side on any amendments.

The PRESIDING OFFICER. The Senator is correct.

Mr. JOHNSON of Texas. Mr. President, I ask unanimous consent that prior to the inauguration of that unanimous-consent agreement, there be not to exceed 30 minutes for the consideration of the conference report on the Federal Highway Act of 1960.

The PRESIDING OFFICER. Is there objection? The Chair hears none, and it is so ordered.

#### FEDERAL HIGHWAY ACT OF 1960—CONFERENCE REPORT

Mr. McNAMARA. Mr. President, I submit a report of the committee of conference on the disagreeing votes of the two Houses on the amendments of the Senate to the bill (H.R. 10495) to authorize appropriations for the fiscal years 1962 and 1963 for the construction of certain highways in accordance with title 23 of the United States Code, and for other purposes. I ask unanimous consent for the present consideration of the report.

The PRESIDING OFFICER. The report will be read for the information of the Senate.

The legislative clerk read the report.

(For conference report, see House proceedings of July 1, 1960, pp. 14338-14339, CONGRESSIONAL RECORD.)

The PRESIDING OFFICER. Is there objection to the present consideration of the report?

There being no objection, the Senate proceeded to consider the report.

The PRESIDING OFFICER. The question is on agreeing to the conference report.

Mr. McNAMARA obtained the floor. Mr. CARROLL. Mr. President, will the Senator yield?

Mr. McNAMARA. I yield.

Mr. CARROLL. I wish to thank the very able Senator from Michigan, for the work he has done on the Federal Highway Act of 1960. But especially, I wish to extend my appreciation to him for his efforts in behalf of the so-called "thousand-mile amendment."

This amendment struck from the 1956 highway act a proviso which excluded from interstate estimates and apportionments certain mileage in Colorado, South Dakota, and other States.

I wish through him to thank all the members of the committee, and through them I wish to express to the Members of the House our gratitude for this action. We were certain that eventually Colorado would be permitted to include its Denver to Utah road in the financing phase of the program. That was the reason I submitted the original "1,000 mile amendment" to the Public Roads Subcommittee.

Mr. McNAMARA. We received the request of the junior Senator from Colorado in committee, and we made it a part of the program. When the bill originated, the thinking was that obviously it would have to be done in the fu-



ture, but it was finally agreed that it would be just as well to do it now. The Senator's calling it to our attention was very timely.

Mr. CARROLL. I thank the Senator from Michigan. I also thank the Senator from South Dakota [Mr. CASE], whose alert, able, and diligent work on the floor of the Senate made possible the acceptance of the concept I proposed in committee. And I extend my appreciation to the Senator from Colorado [Mr. ALLOTT], and the other Senators who worked on the matter, especially the Senator from West Virginia [Mr. RANDOLPH]. This amendment is of particular importance to my State, because if we had not been included in the program it would have delayed estimates and apportionments for 260 miles of the Colorado Interstate Highway through the mountains for perhaps 3 or 4 years.

It is my understanding that our mileage can now be included in the January estimate of the Bureau of Public Roads.

Mr. McNAMARA. That is right.

Mr. CARROLL. And that perhaps there will be some apportionment for the 260 miles for the fiscal year ending June 30, 1963.

Mr. McNAMARA. Yes.

Mr. CARROLL. I could not let this opportunity to express my gratitude pass because this has been worked on for years by many men. It first originated with former Senator Ed Johnson. I accompanied him here to Washington early in 1956 to work on including mountain mileage for Colorado. The Congress that year put in the 1,000 miles, with the proviso that it would not be financed. Credit is also due the Governor of Colorado, Steve McNichols, for his untiring work on this issue for the past 4 years.

Senators KERR and CHAVEZ were most helpful on this matter when we desperately needed allies for the Colorado mileage in 1956, and in that respect I am confident that we could not have gotten the mileage at all without the guidance and support of Congressman JOHN BLATNIK of Minnesota, who is a great friend of Colorado. I thank you and them, Mr. Chairman.

Mr. McNAMARA. I thank the Senator.

Mr. JOHNSON of Texas. Mr. President, I understand that there are other Senators who desire to speak on this subject. We should have a vote on it, but as a courtesy to other Senators I would suggest that the attachés inform all Senators who wish to speak on any subject. I suggest the absence of a quorum.

The PRESIDING OFFICER. The clerk will call the roll.

The legislative clerk proceeded to call the roll.

Mr. JOHNSON of Texas. Mr. President, I ask unanimous consent that the order for the quorum call be rescinded.

The PRESIDING OFFICER. Without objection, it is so ordered.

Mr. GRUENING. Mr. President, I wish highly to commend the Subcommittee on Roads of the Committee on Public Works, and the Public Works Committee itself, for its excellent work in the preparation of the omnibus high-

way bill. It is a matter of great interest to the people of Alaska, because until 1956 Alaska was wholly excluded from Federal highway aid legislation.

When the original act was passed in 1916, Congress passed one of the most important bills that it had ever passed in its history. As we know, it was passed because at that time the automobile, which only a few years ago was called the horseless carriage, had acquired such perfection that it became the ambition of every American family to own a car. Furthermore, businesses were beginning to use the trucks. Congress very correctly realized that if this new instrument of locomotion were to become universally available, the United States would have to have a universal system of highways with a fairly high standard. If we were to do the job properly, it would have to be done by joint Federal-State cooperation. If it were left wholly to the States, one State, which was roadminded and progressive, and perhaps also well-to-do, would have fine highways, but when one crossed the border of that State into another State, which was less highway minded, or not as well off, the highway would deteriorate into a mud puddle in wet weather, or into a streak of dust when dry.

In the Highway Act of 1916 the Federal Government agreed to match dollar for dollar Federal funds with State funds, with the understanding that in return for this Federal matching a certain high standard jointly arrived at by the State and the Federal Government would be used.

However, the Western States, the so-called public land States, which contain large areas of land in public domain, lands that are not subject to taxation, and therefore produce no revenue, would receive a larger share than a 50-50 matching. Therefore, their share was calculated on a complex formula which was based on the total area of the State and the proportion of the public domain in the State, the population and the existing post-road mileage.

Alaska was not included in the Federal aid legislation because while under the population part of the act the formula would have produced a very small amount, under the area part, and the public domain part it would be very large. So Congress passed up Alaska, not appreciating that our needs were just as great as our area.

For 40 years our voteless delegates in the House of Representatives year after year would introduce bills to include Alaska in this beneficial legislation. In the meantime, Hawaii was included. Puerto Rico was also included, which pays no Federal taxes. Alaska was not included, even though Alaska was paying all the Federal taxes. That was another example of taxation without representation.

In 1956, a further discrimination loomed up against Alaska. That was when President Eisenhower introduced his proposal for a superhighway system, a throughway system, which had two objectives. One was to improve our arteries of transportation in the country, to take care of the greatly increased traffic and the great increase in the

number of automobiles. The other was as a defense measure, to facilitate the evacuation of urban areas in the event of an atomic attack. The President proposed that this new program be financed on a long-range basis, with bonding and no immediate appropriation of funds. The House and Senate, however, disagreed. They agreed on the desirability of the program, but disagreed on the method of financing. The Congress felt that we should not burden posterity with paying for the benefits which this generation would receive, and proposed, instead of long-term bonding, a pay-as-you-go basis. It therefore provided for additional taxes on trucks, trailers, tires, and gasoline, the revenues from which would pay for the program.

In one respect, however, the President and Congress agreed, and that was that Alaska should be excluded from the benefits, although included in the taxation. In that form the bill was passed. At that time again the Senate took pity on Alaska and tried for the first time to include us in the old highway program, from which Alaska had been excluded for 40 years. The late Senator Neuberger, of Oregon, who was a great friend of Alaska—he had been there and knew our problems—introduced that measure. However, knowing that we could not get in under the full formula, he suggested that half our area be included in calculating Alaska's share. Even that was deemed too generous, and Alaska finally got in on a reduced formula in which only one-third of Alaska's area was used as a base for calculation. For that reason, Alaska has little highway mileage. Today, Alaska is faced with the unique situation that not merely a few but a majority of its communities are unconnected by either highway or railway. Such a situation would be unthinkable in the 48 older States.

This is the problem which confronts Alaska. The Senate committee was generous with respect to three amendments of benefit to Alaska. I regret that in conference one of these, giving Alaska 250 miles of Interstate Highway, was taken out, I think in response to administration pressure and the threat of veto, but we are grateful to the committee for including the proposals it did. Two of them survive. We know of the committee's interest and we hope that in the future it will go further to help us solve the problem—the problem of roadlessness which must be resolved if Alaska is to develop. I am grateful to the chairman of the Subcommittee on Roads, my good friend the Senator from Michigan, and to the chairman of the Public Works Committee, the distinguished senior Senator from New Mexico and to the other committee members for their sympathy and understanding, and hope it will continue to exist.

Mr. McNAMARA. I yield 10 minutes to the Senator from West Virginia.

The PRESIDING OFFICER. Only 15 minutes are available on each side.

Mr. McNAMARA. Mr. President, I thought 30 minutes had been allotted to discuss the report. If the arrangement is different from that, I have not been informed.



Mr. RANDOLPH. Mr. President, it seems to me that the Department of Commerce is maintaining its lead in the race between departments and agencies of the administration to determine which can release the most press announcements as substitutes for acts of public responsibility. If it is a question of which department can compound the most confusion, perhaps the award for this doubtful distinction might best, for the moment, be awarded to the Department of Commerce.

Twice during the past month the Secretary of Commerce has caused press releases to be issued with respect to the Federal aid highway program. One was issued on June 10; the other, on June 27. Both are replete with verbal manifestations of dollar juggling and fiscal finagling, which seems to be the accepted practice of the administration concerning highway programs.

When the June 10 announcement of obligation limitations was made, it referred to quarterly contract controls and a different schedule for 1962 than obtains in the new, June 27 release, which holds out the promise of semi-annual contract controls. The inference, erroneously drawn in many quarters, was that the administration, by some stroke of magic, was doubling the outlay of contract-controlled money to be made available to the States for the national system of interstate and defense highways.

Mr. President, I have before me an article published in the Wall Street Journal, the headline of which indicates that what I have said is true from the standpoint of the construction placed upon the stories which are built from the release which I have mentioned.

Mr. CASE of South Dakota. Mr. President, will the Senator from West Virginia yield?

Mr. RANDOLPH. I yield to the Senator from South Dakota.

Mr. CASE of South Dakota. I was not aware that the Senator from West Virginia felt as he did about the press releases issued by the Department of Commerce in relation to the highway fund. If he had strong feelings on this matter, I simply regret that they were not called to the attention of the committee.

Mr. RANDOLPH. I brought the release to the attention of the conference committee yesterday.

Mr. CASE of South Dakota. The Senator did not bring his views to the attention of the committee during the time we had the bill under consideration. However the Senator may have felt about the matter, it seems to me that the charge of juggling and finagling is a pretty strong charge. To bring it up when the conference report is being considered under a limitation of time, when it is hoped it will be adopted, and when a recess resolution is pending in both bodies, is perhaps bringing it up when there is not adequate time to examine the source of the Senator's discomfiture.

I regret that the Senator's views were not made available to the Senator from South Dakota, so that the committee might have examined into them. If the Senator mentioned them in the proceedings of the conference yesterday, I was

not aware of it. We were working on an amendment in which the Senator from West Virginia was very much interested. I thought most of the time of the conference consisted of a discussion of that amendment.

What the Senator is now saying did not appear to enter into anything which was before the conferees. I did not know that there was any power in the conferees to take up the matter of press releases.

Mr. RANDOLPH. Mr. President, there is no Member of the Senate, on either side of the aisle, for whom I have more esteem than for the Senator from South Dakota. However, I remind him that in the conference yesterday I used the very words I have used here today. I said there was dollar juggling and fiscal finagling. I hope the Senator recalls that statement.

Mr. CASE of South Dakota. No. The Senator from South Dakota does not have a perfect memory. I should say that, probably, I was inattentive if the Senator used those words yesterday. The conference was busy on other matters; and if the Senator from West Virginia used that phrase, I must have been occupied with some other item. The Senator from West Virginia knows that we had other matters under investigation, and he must have spoken when I was consulting with other conferees.

Mr. RANDOLPH. I am grateful for the statement of the Senator from South Dakota. He probably was busy consulting with other conferees. I know he was conferring with members of the staff of the Bureau of Public Roads who were present. I simply say that the record will show, from the statements of the many conferees who were present, that I used those words.

Mr. CASE of South Dakota. Was there anything before the conferees, in the form of a disagreement among them, concerning the taking of action on the matter about which the Senator from West Virginia is complaining?

Mr. RANDOLPH. I complained then and I complain now, as one of the Senators from West Virginia, about what I believe to be false hopes which are held out, as to what will happen in the next 3 months, by reason of the figures issued in the release of June 10, and those set forth in the release of June 27, which I hold in my hand.

Mr. CASE of South Dakota. Mr. President, I shall not take any more time to discuss this question, because I understand that the time limitation on the conference report will make it impossible. It is important that the report be agreed to, if possible, before the Senate proceeds to the consideration of the sugar bill.

In view of the fact that I was unaware that the Senator from West Virginia was disturbed about this matter, I shall let him proceed to say what he wishes to say.

I hope he will reserve enough time for the chairman of the conferees to yield a minute or two to the Senator from Colorado to discuss the conference report.

Mr. McNAMARA. I have the assurance of the Senator from West Virginia that he will allow for such time.

Mr. RANDOLPH. I most assuredly wish to cooperate with the Senator from South Dakota, as I wish to cooperate with all Senators.

The amendment to which I shall speak was offered by the Senator from Kentucky [Mr. COOPER], the Senator from Pennsylvania [Mr. SCOTT], and myself. As the Senator from South Dakota knows, it was the major difference between the House and the Senate conferees.

The PRESIDING OFFICER. The Chair will advise Senators that all time under the unanimous-consent agreement will expire at 8 minutes past 4.

Mr. CLARK. Mr. President, will the Senator yield for a question?

Mr. RANDOLPH. I yield.

Mr. CLARK. Is it not correct to say that the conferees cut out of the bill the amendment which would have been very helpful to depressed areas in the State of the Senator from West Virginia, in my State, and in the State of the Senator from Illinois [Mr. DOUGLAS], where unemployment is chronic and persistent?

Mr. RANDOLPH. The distinguished Senator from Pennsylvania is correct. The labor surplus areas, not only in these 3 or 4 States, but in 34 States, were adversely affected by the deletion of the amendment.

Mr. CLARK. I must admit that I cannot understand why this action was taken, in the light of the deplorable conditions which all of us from those areas have called to the attention of the Senate time after time for the past 3 or 4 years. I commend the Senator from West Virginia for the protest he is making, and I associate myself with him.

Mr. RANDOLPH. I am grateful to the Senator from Pennsylvania. I must move ahead, to accommodate the time situation.

Mr. President, it seems to me there is too much emphasis in too many States, in Congress, and in this administration's management of the total Federal-aid highway program on the Interstate System. Accordingly there is little wonder the primary and secondary roads in States with depressed areas are—like the labor surplus sections as a whole—the symbols of this administration's apparent disregard for worthy citizens and important regions of our country.

To aid these troubled areas, we must take those actions necessary to overcome conditions of chronic unemployment and underemployment; we must improve their physical aspects. Nothing is more important to the accomplishment of this rehabilitation of blighted regions than the building and maintaining of primary and secondary roads adequate for this era.

I am unwilling to stand inactive on this issue.

In our zeal to connect the larger cities of the Nation with magnificent highways we must not neglect to take the steps so necessary to make our primary and secondary road systems adequate to the needs of communities which are a vital part of these United States and the great urbanized centers.

Mr. President, in the Senate-House conference which brought forth this report now before us, I was dismayed to



note the overwhelming degree of emphasis our conferring colleagues from the other body placed on the inviolability of the Interstate System and the sanctity with which they surround the contract control dollar juggling—and, I reiterate, the fiscal finagling—of the Bureau of the Budget and the Department of Commerce in their management of the Highway Trust Fund and the Federal-Aid Highway Act.

The degree to which the Secretary of Commerce sought to influence—and seems to have been successful in influencing—defeat of the amendment the Senate approved without a dissenting voice or vote to place more emphasis on Federal-aid primary and secondary highway systems in chronic labor surplus areas is apparent.

In this connection, I quote from the first two paragraphs of a June 27, 1960, press release from the Office of the Secretary, Department of Commerce:

Secretary of Commerce Frederick H. Mueller announced today his intention to apportion \$2.2 billion of Federal aid to the States for the fiscal year 1962 (which begins July 1, 1961) to continue the program for construction of the National System of Interstate and Defense Highways.

Apportionment of the full \$2.2 billion might be blocked by action in the Congress on the amendments proposed to the Federal-aid bill now under consideration. Among the amendments is one which would provide an additional \$100 million for fiscal year 1963 for special work on the Federal-aid primary and secondary highway systems and their urban extensions (the so-called ABC program), to be financed from the Highway Trust Fund. The effect of such an amendment would be to reduce the amount of money available for the Interstate System apportionment for fiscal year 1962.

There is the crux of the administration's position—don't change any emphasis from the Interstate system to the "backbone" system; don't give an extra mile of road or a dollar of special authorizations for helping to improve the roads into or through economically depressed areas; don't place increased emphasis on farm-to-market roads.

I regret that the representatives of the other body in the conference seem to have adopted the same general position. My colleagues of this body in the conference were generous in supporting a position more favorable to the proposed Senate emphasis on highway aid for chronic labor surplus areas and the so-called backbone system in general. But the stand taken by the House conferees was extremely adamant and unyielding and, as a consequence, the Senate position was impossible to maintain and still bring forth a report and a compromise Federal-aid highway construction bill.

Insofar as relates to the conference deletion of the \$100 million annual so-called D-fund addition from the bill as passed by the Senate, I officially noted in writing my exception when this report was signed. In this action, I was joined by the senior Senator from Kentucky [Mr. COOPER] and the junior Senator from Pennsylvania [Mr. SCOTT].

Mr. President, I am deeply disappointed that the legislation as reported by the conference provides no incentive to the States and no new financial help from the Federal Government for highway improvement in chronic labor surplus areas. Otherwise, it is a better bill than the administration recommended. Although I do not consider it an adequate measure, I will support its passage as the best legislation obtainable under existing circumstances.

Mr. ALLOTT. Mr. President, I rise primarily to express my appreciation to the distinguished Senator from Michigan [Mr. McNAMARA] for his work on the Committee on Public Works and also on the conference committee.

I also wish to pay my tribute and my thanks to the Senator from South Dakota [Mr. CASE], whose amendment, the other evening, cured one of the great defects of the bill and one of the inequities of our Federal system. Without his amendment, we would not have been able to obtain this measure; and I am fully cognizant of that fact. All of us who are involved are very appreciative.

Mr. President, I have listened to the remarks of the Senator from West Virginia. I know how hard it often is, in a conference committee, to decide on the best course to follow. Sometimes we have to take positions we do not wish to take. Yesterday afternoon, some of us had to do that in connection with another conference report. But if the right does not prevail at this time, I am sure it will prevail on another occasion; and we shall have other opportunities to proceed.

Mr. CASE of South Dakota. Mr. President, as one of the conferees, I urge approval of the conference report. While we were not able to obtain concurrence of the House conferees on all of the Senate amendments, they did concur in four important ones.

Two amendments agreed to were of special interest to Alaska. One increases the classes of public lands that can be counted in determining the ratio of Federal lands for matching Federal-aid funds. Its effect is to reduce the matching requirements for the so-called public lands States from which Alaska is the largest beneficiary. The other one makes ferry approaches eligible for the Federal-aid systems.

Two other amendments of substance were agreed to in the conference. One increases the authorization for the public lands by \$500,000 for 1 year. It is the amendment in which the Senator from Georgia was interested.

The other amendment was the one offered by me, on behalf of myself, the Senator from Colorado [Mr. ALLOTT], the Senator from Oregon [Mr. Lusk], and the Senator from West Virginia [Mr. RANDOLPH], when the bill was before the Senate. That amendment was for the purpose of removing the limitation which had existed with respect to including the costs of a portion of the Interstate Highway System in the formula for apportionment of funds among the States.

The Senator from South Dakota is glad to report that the House conferees

concurred in the amendment. It is a logical action at this time, because new cost estimates are due from all the States in January. The adoption of this amendment means that next year the apportionments can be made on the basis of completing the Interstate System uniformly throughout the several States by the target date finally agreed upon.

I appreciate the excellent cooperation on the part of the Senator from Michigan [Mr. McNAMARA]. He has been an ideal chairman, both in the Public Works Subcommittee on Roads and in the conference. It has been a pleasure to work with him and the other members of the conference.

Mr. McNAMARA. I thank the Senator from South Dakota.

Mr. President, I move that the conference report be agreed to.

The PRESIDING OFFICER. The question is on agreeing to the report.

The report was agreed to.

Mr. CASE of South Dakota. Mr. President, I move that the vote by which the report was agreed to be reconsidered.

Mr. McNAMARA. Mr. President, I move to lay on the table the motion to reconsider.

The PRESIDING OFFICER. The question is on agreeing to the motion to lay on the table the motion to reconsider.

The motion to lay on the table was agreed to.

#### ADJUSTMENT IN SUGAR QUOTAS

The Senate resumed the consideration of the joint resolution (S.J. Res. 217) to authorize the President to make certain adjustments in the sugar quotas for foreign countries.

Mr. MANSFIELD. Mr. President, I ask unanimous consent that at this time I may suggest the absence of a quorum, without having the time required for it charged to the time available to either side under the unanimous-consent agreement.

The PRESIDING OFFICER (Mr. WILLIAMS of New Jersey in the chair). Is there objection? Without objection, it is so ordered.

Mr. MANSFIELD. Then, Mr. President, I suggest the absence of a quorum.

The PRESIDING OFFICER. The clerk will call the roll.

The legislative clerk proceeded to call the roll.

Mr. JOHNSON of Texas. Mr. President, I ask unanimous consent that further proceedings under the quorum call be dispensed with.

The PRESIDING OFFICER. Without objection, it is so ordered.

Mr. JOHNSON of Texas. Mr. President, under the unanimous-consent agreement, the time limitation is in effect.

Will the Chair lay before the Senate the joint resolution?

The PRESIDING OFFICER. The Chair lays before the Senate, Senate Joint Resolution 217, which will be stated by title.



The LEGISLATIVE CLERK. A joint resolution (S.J. Res. 217), to authorize the President to make certain adjustments in the sugar quotas for foreign countries.

Mr. JOHNSON of Texas. Mr. President, I understand the Senator from Florida [Mr. SMATHERS], and the Senator from New Mexico [Mr. ANDERSON], the Senator from Utah [Mr. BENNETT], and the Senator from Virginia [Mr. BYRD] have an agreement to modify the joint resolution, and I should like to have the Senator from Florida briefly state what that agreement is.

Mr. SMATHERS. Mr. President, very briefly, the Senate did not get a bill with reference to changing the sugar quota until yesterday, so the Finance Committee has had very little opportunity to consider going into the merits or demerits of the House bill. However, it was agreed by all that the President should have the authority to deal with Cuba. If the President, in his wisdom, as the leader of our foreign policy, decides he wants to cut the sugar quota for Cuba, he should be able to do it. Nobody is in disagreement about that. So the Finance Committee came out with the joint resolution, with the names of the Senator from Utah [Mr. BENNETT], the Senator from Louisiana [Mr. ELLENDER and Mr. LONG], and almost everybody who is now present, in the group supporting it.

However, the Senator from New Mexico found certain objection in the resolution. We have been discussing them. It now appears that the most expeditious thing we can do is merely to give the President authority to cut the quota for Cuba if he decides to. Under the joint resolution, "the President shall determine the quota for Cuba under such Act for the balance of the calendar year 1960 in such amount or amounts as he shall find from time to time to be in the national interests"—period—with nothing after that. We had provided in the resolution that he could make up the quotas.

Mr. JOHNSON of Texas. Mr. President, is that change agreeable to the Senator from New Mexico?

Mr. ANDERSON. Yes. I would like to add a word of explanation. We shall be back in session in August. I hope when we are we will have an opportunity to pass permanent sugar legislation. In the meantime, I think the President is given ample authority to deal with Cuba. Somebody has raised the point that we are not going to be able to get sugar. The answer to that is that we are to be gone only a month, and we can find it in the meantime.

Mr. JOHNSON of Texas. Mr. President, I yield to the Senator from Utah [Mr. BENNETT].

Mr. BENNETT. Mr. President, I had hoped we could pass the complete resolution. However, I agree with the Senator from New Mexico that if we give the President power to determine the sugar quota for Cuba, we will not run into difficulty, and we can deal with the President's authority to acquire sugar when we return. I am happy to agree to the proposal.

Mr. JOHNSON of Texas. Mr. President, I yield to the Senator from Colorado [Mr. ALLOTT].

Mr. ALLOTT. Mr. President, I think this is a very satisfactory solution of the problem. I am very glad the Senator from New Mexico, the Senator from Florida, and the Senator from Utah have been able to get together on it. When we get back in August, we can resolve the problem and pass sugar legislation; but this authority is necessary at this time for the international welfare of the United States.

Mr. JOHNSON of Texas. Mr. President, I yield to the Senator from Nebraska [Mr. CURTIS].

Mr. CURTIS. Mr. President, I support the resolution as modified. I believe it is the best procedure to take. I revere the traditions and practices of this body, but also those of the House of Representatives. I think all should bear in mind that the sugar bill was messaged over to the Senate on July 1. The passage of this joint resolution will meet the requirements of everyone. When we reconvene we shall have an opportunity to go into this matter and pass a sugar bill which will be in the national interest.

I urge the passage of the joint resolution as it was suggested it be amended, and I hope the House of Representatives will accept it.

Mr. BUTLER. Mr. President, will the Senator yield?

Mr. JOHNSON of Texas. I yield to the Senator from Maryland.

Mr. BUTLER. I have prepared a statement in connection with this matter, and I ask unanimous consent that it may be inserted in the body of the RECORD.

There being no objection, the statement was ordered to be printed in the RECORD, as follows:

STATEMENT BY SENATOR BUTLER  
REDUCING CUBAN SUGAR QUOTA IN FAVOR OF THE  
PHILIPPINE ISLANDS

It is interesting to note the contrast in policy of two former territories of the United States—the Philippine Islands and Cuba.

Assurances of continued loyalty and friendship to the United States on the one hand; angry, almost fanatic, castigation of the United States and its officials and a continuing policy of uncompensated confiscation of property and business on the other. Such is the difference in attitude and policy of the Philippines and Cuba toward us. One, obviously a true friend; the other an apparent enemy.

Yet, our sugar policy toward both of these underprivileged countries is one that belies the imagination.

Cuba for some reason continues to maintain a preferred position with regard to its sugar export to the United States. Not only does it supply approximately one-third of our domestic consumption—domestic producers supply about 53 percent—but it is also paid a premium price for it of approximately 2 cents per pound over the world market. It also receives preferential sugar treatment in other ways that I shall point out later.

The Philippine Islands on the other hand, with many more people than Cuba dependent upon its chief industry—sugar, and with a tremendous sugar-producing potential, made possible by postwar rehabilitation of its war-devastated sugar industry, is cur-

rently in the process of begging the United States for an increase in its effective quota of only about 10.43 percent, notwithstanding that its economy is extremely shaky and the threat of Communism is ever present.

In tons, the comparative figures are about 3.06 million short tons in 1959 for Cuba, to about 980,000 short tons for the Philippines. In 1934, it was 1,866,482 short tons for Cuba and 1,005,602 short tons for the Philippines. A disproportionate change if there ever was one. It doesn't stop there, however. That's only the basic quota.

Existing law provides for an overall basic consumption quota in the United States of 8,350,000 short tons. Of that amount, the domestic areas, in total, have been accorded the right to supply approximately 53 percent, Cuba about one-third, and the Philippines about 11.1 percent. The remaining 3 percent is imported from other foreign countries. It is this quota upon which the aforementioned figures are based.

In 1956 an amendment to the Sugar Act made provision for proportional allotment to various countries of domestic consumption in excess of the basic amount of 8,350,000 short tons. Of that excess, domestic suppliers are allotted 55 percent and Cuba 29.59 percent with the balance to other foreign countries except the Philippines which does not share at all. This lowers the Philippine quota from a stated 11.1 percent to an actual 10.43 percent on a total estimated consumption in 1960 of 9,200,000 short tons. Preferential sugar treatment for Cuba does not even stop here, however.

In some years, certain countries are unable to meet their quota and deficits result. When such deficits are incurred, present law provides that Cuba shall be entitled to supply a large percentage of it. This year alone, Puerto Rican deficits will benefit Cuba to the extent of enabling it to supply us with 165,000 tons of sugar over its quota. Deficits in other countries could possibly increase this even more. The Philippines do not share in these deficits in any way. It can, therefore, easily be seen that Cuba receives preferential treatment in many ways with respect to sugar. It isn't only limited to a premium price.

Haiti, another friend of ours, also wishes to have its small quota of about 8,000 tons doubled or even tripled. That amount would be a mere drop in the domestic sugar bucket. That country is ready at a moments notice to put another mill, now standing idle, into operation to meet this quota.

Yet it seems the friends have to go begging while Cuba continues to get what it wants—both from the standpoint of confiscated U.S. business properties and retention of the sugar quota.

Some adjustment should and must be made as between Cuba and our avowed friends. The Cuban government recently committed itself to export one million tons of sugar annually to the Soviet Union for the next five years. It has also agreed to send 60,000 tons to East Germany and 50,000 tons to Poland and Communist China. On the whole, Cuba seems to be doing a pretty good business. It has expanded its market over what it has been in past years by trading with the Iron Curtain bloc. It necessarily follows, therefore, that it is not dependent upon U.S. trade to the same degree that it was heretofore.

I do not for a minute advocate complete elimination of the Cuban sugar quota. To do so would surely, as some contend, elevate Castro to the rank of martyr—an honor to which that bearded, tieless television orator is not entitled. More important, it would seriously impair the Cuban economy and be injurious to the people—many of whom, in spite of everything, are still our friends.

I do, however, advocate reducing the quota to a more reasonable level and suggest that



SEC. 4. The Agency is hereby authorized, in accordance with the District of Columbia Redevelopment Act of 1945, to lease to a redevelopment company or other lessee such real property as may be transferred to it under the authority of this Act, but may not otherwise dispose of such property except to the United States or any department or agency thereof, or to the District of Columbia. In the event that real property acquired by the Agency from the United States pursuant to this Act is transferred to the District of Columbia or to any department or agency of the United States pursuant to this section, such transfer shall be without reimbursement or transfer of funds.

SEC. 5. Notwithstanding the preceding provisions of this Act, if any of the real property transferred to the Agency under the authority of this Act is not leased by the Agency in accordance with an urban renewal plan approved by the Commissioners, or otherwise disposed of, on or before the date the Housing and Home Finance Administrator makes the final Federal capital grant payment to the Agency for the project pursuant to title I of the Housing Act of 1949, as amended, then the title to so much of the said real property as is not so leased or otherwise disposed of by such date shall revert to the United States, subject to the exclusive control and jurisdiction of the Commissioners of the District of Columbia, and subject to the provisions of the Act approved May 20, 1932 (47 Stat. 161; secs. 8-115 and 8-116, D.C. Code, 1951 edition).

SEC. 6. Nothing herein contained shall be construed as requiring the said Commissioners to transfer title to so much of the property described in the first section of this Act as the Commissioners may determine, in their discretion, is required for municipal purposes or is to continue to be owned by the United States under the jurisdiction of the Commissioners, for the benefit of the District of Columbia.

SEC. 7. No transfer or donation of any interest in real property under the authority of this Act shall constitute a local grant-in-aid in connection with any urban renewal project being undertaken with Federal assistance under title I of the Housing Act of 1949, as amended.

Mr. DOWDY. Mr. Speaker, I offer a committee amendment.

The Clerk read as follows:

Amendment offered by Mr. Dowdy: Strike out all after the enacting clause and insert: "That subject to the provisions of this Act the Commissioners of the District of Columbia are authorized on behalf of the United States to transfer to the District of Columbia Redevelopment Land Agency established by section 4 of the Act approved August 4, 1946 (60 Stat. 793), as amended (sec. 5-703, D.C. Code, 1951 edition), all right, title, and interest of the United States in and to part or all of certain property in the said District as follows: The area bounded by the east line of Fourteenth Street Southwest, the existing southerly (or westerly) building line of Maine Avenue Southwest, the northerly line of Fort Lesley J. McNair at P Street Southwest, and the bulkhead line established pursuant to the Rivers and Harbors Act of 1899 (30 Stat. 1151), as amended, together with any land area extending channelward from said bulkhead line.

"SEC. 2. The said Commissioners shall, prior to transferring to the Agency right, title, and interest in and to any of the said property described in the preceding section, determine whether such property is necessary to the redevelopment of the southwest section of the District of Columbia in accordance with an urban renewal plan approved by them, and, if they so find, they shall, acting on behalf of the United States,

transfer and donate to the Agency all right, title, and interest of the United States in and to so much of said property as they determine is necessary to carry out such urban renewal plan.

"SEC. 3. Subject to the provisions of section 5 of this Act, the Commissioners shall, at the time of transferring to the Agency right, title, and interest in and to any of the property described in the first section hereof, also transfer to the Agency their jurisdiction as provided by the first section of the Act approved March 3, 1899 (30 Stat. 1377, chapter 458; sec. 9-101, D.C. Code, 1951 edition), over so much of the said property as may be so transferred.

"SEC. 4. (a) The Agency is hereby authorized, in accordance with the District of Columbia Redevelopment Act of 1945, to lease to a redevelopment company or other lessee such real property as may be transferred to the Agency under the authority of this Act but may not otherwise dispose of such property except to the United States or any department or agency thereof, or to the District of Columbia, in accordance with section 5 of this Act. In the event that real property acquired by the Agency from the United States pursuant to this Act is transferred to the District of Columbia or to any department or agency of the United States pursuant to this section, such transfer shall be without reimbursement or transfer of funds.

"(b) In connection with the leasing of the real property transferred to the Agency under the authority of this Act, together with the leasing of any real property lying between such real property so transferred and the southerly or westerly line of Maine Avenue as the same may be relocated in connection with carrying out an urban renewal plan, the Agency is authorized and directed to provide to the owner or owners of any business concern displaced by reason of the enactment of the joint resolution approved August 28, 1958 (72 Stat. 983; Public Law 85-821), from the area described in the first section of this Act, a priority of opportunity to lease, either individually or as a redevelopment company solely owned by the owner or owners of one or more such business concerns, so much of such real property lying channelward of the southerly or westerly line of Maine Avenue as so relocated, at a rental based on the use-value of the real property so leased determined in accordance with the provisions of section 10 of the District of Columbia Redevelopment Act of 1945, as amended (D.C. Code, sec. 5-709), and section 110(c) (4) of the Housing Act of 1949, as amended (70 Stat. 1098; 42 U.S.C. 1460(c) (4)), as may be required for the construction of commercial facilities at least substantially equal to the facilities from which such business concern was so displaced. When the real property affected by the provisions of this subsection becomes available for leasing by the Agency, the Agency shall notify, in writing, the owners of the business concerns displaced by reason of the operation of such joint resolution approved August 28, 1958, as to the availability of such real property for leasing to such owners in accordance with the provisions of this subsection. The Agency shall give such owners so notified a period of one hundred and eighty days to notify the Agency, in writing, of their intention to proceed in accordance with the general development plan of the Agency for the area lying channelward of Maine Avenue, as so relocated, and to demonstrate to the Agency their ability to carry out so much of such plan as may be embraced within the area which they desire to lease. If, at the end of such period of one hundred and eighty days, such owners have failed to make a demonstration to that effect which is satisfactory to the Agency, the priority of opportunity provided by this subsection shall no

longer continue to be available to such owners.

"SEC. 5. Notwithstanding the preceding provisions of this Act, if any of the real property transferred to the Agency under the authority of this Act is not leased by the Agency in accordance with an urban renewal plan approved by the Commissioners, or otherwise disposed of, on or before the date the Housing and Home Finance Administrator makes the final Federal capital grant payment to the Agency for the project pursuant to title I of the Housing Act of 1949, as amended, then the right, title, and interest in and to so much of the said real property as is not so leased or otherwise disposed of by such date shall revert to the United States, subject to the exclusive control and jurisdiction of the Commissioners of the District of Columbia, and subject to the provisions of the Act approved May 20, 1932 (47 Stat. 161; secs. 8-115 and 8-116, D.C. Code, 1951 ed.).

"SEC. 6. Nothing herein contained shall be construed as requiring the said Commissioners to transfer the right, title, and interest in and to so much of the property described in the first section of this Act as the Commissioners may determine, in their discretion, is required for municipal purposes or is to continue to be owned by the United States under the jurisdiction of the Commissioners, for the benefit of the District of Columbia.

"SEC. 7. No transfer or donation of any interest in real property under the authority of this Act shall constitute a local grant-in-aid in connection with any urban renewal project being undertaken with Federal assistance under title I of the Housing Act of 1949, as amended.

"SEC. 8. As used in this Act, the terms 'Agency', 'lessee', 'real property', 'redevelopment', and 'redevelopment company' shall have the respective meanings provided for such terms by section 3 of the District of Columbia Redevelopment Act of 1945, as amended (D.C. Code, sec. 5-702)."

Mr. DOWDY (interrupting the reading of the amendment). Mr. Speaker, I ask unanimous consent that further reading of the amendment be dispensed with.

The SPEAKER. Is there objection to the request of the gentleman from Texas?

Mr. GROSS. Mr. Speaker, reserving the right to object, what is proposed to be done here?

Mr. DOWDY. I am about to explain the amendment.

Mr. GROSS. Mr. Speaker, I withdraw my reservation of objection.

The SPEAKER. Is there objection to the request of the gentleman from Texas?

There was no objection.

Mr. DOWDY. Mr. Speaker, there is some waterfront property down here between Maine Avenue and the river that the District of Columbia has been controlling. Title apparently is in the Federal Government. This is actually a quitclaim to the District of Columbia so that this property can be developed by the Redevelopment Land Agency. The purpose of our committee amendment is to take care of some people who were displaced, who were promised when they were displaced that they would be taken care of. That is all it is.

The SPEAKER. The question is on the amendment.

The amendment was agreed to.



The bill was ordered to be read a third time, was read the third time and passed.

A motion to reconsider was laid on the table.

#### CORRECTION OF ROLL CALL

Mrs. KEE. Mr. Speaker, on roll call No. 174 I am recorded as being absent. I was present and answered to my name. I ask unanimous consent that the permanent RECORD and the Journal be corrected accordingly.

The SPEAKER. Without objection, it is so ordered.

There was no objection.

#### VETERANS OF WORLD WAR I OF THE U.S.A. MEMORIAL FOUNDATION

(Mr. LANE asked and was given permission to extend his remarks at this point in the RECORD.)

Mr. LANE. Mr. Speaker, we are approaching the 42d anniversary of the end of World War I.

In all that time no suitable memorial has been built to honor all the men and women who served in that conflict.

That new and enterprising organization, the Veterans of World War I of the U.S.A., Inc., which serves a real need by speaking exclusively for the veterans of 1917-18, has decided to fill that gap, and in so doing, perform a patriotic service for the Nation.

A corporation has been formed in Washington, D.C., titled the "Veterans of World War I of the U.S.A. Memorial Foundation."

Its purpose is to perpetuate the significance of World War I, and the ideals that inspired America's participation in it.

The corporation has entered into a contract with the Virginia International Center, Inc., of Arlington, Va. The center is to deed a central section of their tract of land on U.S. 66, at Virginia Route 234.

This adjoins another historic spot which commemorates the courage of those who fought in the Civil War; Manassas Battlefield Park.

The new memorial will be a tribute to all veterans of World War I.

It will consist of a planetarium and a museum building. The planetarium will be among the largest of its kind in the world, and the museum will have on display the thousands of trophies and mementos relating to World War I.

This will be the beginning of a larger project that is to become an educational, historical, and cultural center for the benefit of all Americans.

The world-renowned architect, Victor Gruen, has been selected to design and supervise the construction of this shrine which will symbolize the valor, the sacrifices, and the hopes of a generation that fought to make the world safe for freedom.

It is noteworthy that this memorial will not only honor the brave men and women of the First World War, but through the medium of the planetarium which will be a model of the universe

showing the planets in all their aspects, point to our faith in the future.

According to present plans, there will be a solemn blessing and dedication of the grounds in the near future, to be followed at a later date by the historic ground-breaking ceremony.

All of us look forward to the completion of this beautiful and impressive memorial.

I believe that we should commend the Veterans of World War I of the U.S.A. for their contribution to the American heritage, and to the American dream, and help them in every possible way to bring this project to fruition as soon as possible.

For this will be treasured by all of our people.

#### COMMITTEE ON GOVERNMENT OPERATIONS

Mr. FASCELL. Mr. Speaker, I ask unanimous consent that the Committee on Government Operations may have until midnight tonight to file a report on a bill.

The SPEAKER. Is there objection to the request of the gentleman from Florida?

There was no objection.

#### CALL OF THE HOUSE

Mr. GROSS. Mr. Speaker, I make the point of order that a quorum is not present.

The SPEAKER. Evidently a quorum is not present.

Mr. McCORMACK. Mr. Speaker, I move a call of the House.

A call of the House was ordered.

The Clerk called the roll, and the following Members failed to answer to their names:

[Roll No. 176]

Alford	Gray	Pficher
Ashley	Harrison	Preston
Barden	Healey	Quigley
Baumhart	Hoffman, Ill.	Riley
Bentley	Jackson	Rivers, S.C.
Blitch	Jones, Ala.	Shelley
Boggs	Kasem	Sheppard
Bowles	Keogh	Short
Boykin	Kilburn	Smith, Iowa
Buckley	Kluczynski	Smith, Kans.
Burdick	Knox	Steed
Carnahan	Lafore	Taylor, N.Y.
Celler	Landrum	Teague, Calif.
Davis, Tenn.	McMillan	Thornberry
Dawson	McSweeney	Utt
Edmondson	Macdonald	Vinson
Fino	Madden	Wright
Flynn	Magnuson	Younger
Frazier	Mitchell	Zelenko
Glenn	Morris, Okla.	

The SPEAKER. On this roll call 373 Members have answered to their names, a quorum.

By unanimous consent, further proceedings under the call were dispensed with.

#### FEDERAL HIGHWAY ACT OF 1960

Mr. FALLON. Mr. Speaker, I call up the conference report on the bill (H.R. 10495) to authorize appropriations for the fiscal years 1962 and 1963 for the construction of certain highways in accordance with title 23 of the United States Code, and for other purposes, and ask unanimous consent that the state-

ment of the managers on the part of the House be read in lieu of the report.

The Clerk read the title of the bill.

The SPEAKER. Is there objection to the request of the gentleman from Maryland?

There was no objection.

The Clerk read the statement.

(For conference report and statement see proceedings of the House of July 1, 1960.)

Mr. FALLON (interrupting the reading of the statement). Mr. Speaker, I ask unanimous consent that further reading of the statement be dispensed with.

The SPEAKER. Is there objection to the request of the gentleman from Maryland?

Mr. GROSS. Mr. Speaker, reserving the right to object, I assume there will be ample time taken to explain what the conference report consists of?

Mr. FALLON. Yes.

Mr. GROSS. Mr. Speaker, I withdraw my reservation of objection.

The SPEAKER. Is there objection to the request of the gentleman from Maryland?

There was no objection.

The Clerk concluded the reading of the statement.

Mr. FALLON. Mr. Speaker, there is very little difference between the bill that is before us today than the bill that passed the House. The House receded in most cases where there were technical language changes. The largest amendment from which the House receded was an additional \$500,000 that would be authorized for the fiscal year 1962 for "Forest roads."

The other amendment allowed Alaska more flexibility with their highway funds so that they could build access roads to ferries. A good deal of the transportation to many points in Alaska is by ferries. This amendment adds no additional cost to the Government; it merely gives them more flexibility in building their highway system.

Another amendment from which the House receded takes in additional Indian lands, reservation lands, that had not been used in the apportionment of money. This addition will be used for the allocation of money to States that have these particular Indian reservations. Outside of that there is very little difference from the bill as it passed the House.

Mr. SCHERER. Mr. Speaker, will the gentleman yield?

Mr. FALLON. I yield to the gentleman from Ohio.

Mr. SCHERER. Mr. Speaker, the two really controversial amendments which were in the Senate bill, the Senate receded from. These were the two amendments to which the managers on the part of the House seriously objected. One amendment would have extended the Interstate System from 41,000 miles to 41,300.

The second amendment to which the managers on the part of the House seriously objected was an addition to the A-B-C System for the next 2 years, amounting to \$200 million. This \$200 million would have been taken from the



Interstate System since the A-B-C System has the first call on the trust fund. This would be grossly unfair since the Interstate System has already been cut back between 20 and 25 percent from 1956 construction levels.

Mr. FALLON. The gentleman is correct; I thank him for his statement.

The SPEAKER. The question is on the conference report.

The conference report was agreed to.

A motion to reconsider was laid on the table.

#### SUPPLEMENTAL APPROPRIATION BILL, 1961

Mr. THOMAS. Mr. Speaker, I ask unanimous consent to take from the Speaker's table the bill (H.R. 12740) making supplemental appropriations for the fiscal year ending June 30, 1961, and for other purposes, with Senate amendments thereto, and consider the Senate amendments.

The Clerk read the title of the bill.

The SPEAKER. Is there objection to the request of the gentleman from Texas?

Mr. GROSS. Mr. Speaker, reserving the right to object, is this the report that was messaged over just a few minutes ago?

Mr. THOMAS. Yes, it is.

Mr. GROSS. And is it now proposed to dispose of this in the House, or does the gentleman propose to ask for the appointment of conferees?

Mr. THOMAS. We are asking unanimous consent now to consider the Senate amendments in the House. We can take as much time as we need on this matter.

Mr. GROSS. Yesterday when the chairman of the Committee on Appropriations [Mr. CANNON] secured the passage of the continuing resolution, it was his statement at that time, to be found in the RECORD, that it was not necessary to pass additional appropriation bills or conference reports dealing with appropriations before Congress returns from its recess. Therefore, Mr. Speaker, I object.

Mr. THOMAS. Mr. Speaker, I ask unanimous consent to take from the Speaker's table the bill (H.R. 12740) making supplemental appropriations for the fiscal year ending June 30, 1961, and for other purposes, with Senate amendments thereto, disagree to the Senate amendments, and agree to the conference asked by the Senate.

The Clerk read the title of the bill.

The SPEAKER. Is there objection to the request of the gentleman from Texas?

Mr. GROSS. Mr. Speaker, I object.

#### TEMPORARILY AUTHORIZING CERTAIN SUPPLEMENTAL AIR TRANSPORTATION

Mr. WILLIAMS. Mr. Speaker, I call up the conference report on the bill (H.R. 7593) to provide that the Civil Aeronautics Board may temporarily authorize certain air carriers to engage in supplemental air transportation, and for other purposes, and ask unanimous con-

sent that the statement of the managers on the part of the House be read in lieu of the report.

The Clerk read the title of the bill.

The SPEAKER. Is there objection to the request of the gentleman from Mississippi?

There was no objection.

The Clerk read the statement.

(For conference report and statement, see proceedings of the House of July 1, 1960.)

Mr. WILLIAMS. Mr. Speaker, this is the conference report on the stopgap legislation passed by the House, June 24, to permit certain supplemental air carriers to continue in operation temporarily despite a recent decision of the U.S. Circuit Court of Appeals for the District of Columbia. This stopgap legislation is to give the Congress an opportunity to give further consideration to the request of the Civil Aeronautics Board for permanent legislation to authorize the issuance of limited certificates to this class of air carriers.

The Senate Committee on Interstate and Foreign Commerce favorably reported a bill to grant permanent authority to the Board to grant limited certificates but that bill was laid aside and the House bill accepted with certain slight modifications which were considered in conference.

The House bill limited the authority of the Board to issue these temporary certificates to 12 months. The principal Senate amendments extended this to 24 months.

The conference agreement is for 20 months. It was agreed that every effort would be made on both sides to expedite consideration of the Board's request for permanent legislation. A number of important policy questions are involved but it is hoped that the Board's proposal can be considered and decided early in the next session. However, if some unexpected delay should be encountered, the amendment agreed to in conference will give us an opportunity to reach an agreement early in the 2d session of the next Congress.

The other amendments did not make any great change in the House bill. One makes eligible any persons whose application for a supplemental certificate is pending on the date of the enactment of this legislation. We were advised by the Board that there are at this time two such applications, one by Vance Roberts, doing business as North West Air Services, and the other by Purdue Aeronautics Corp.

Of course, others could file application. But this is considered unlikely in view of the 20-month limitation on the certificates authorized. Furthermore, such applications would be subject to Board action. Issuance of any certificate authorized by this legislation is discretionary with the Board.

It is not believed that the Senate amendments would make any difference in the case of Great Lakes Airlines and Currey Air Transport. The interim operating authority of these carriers was terminated by the Board, January 28, 1959. The petition for judicial review filed by these carriers are pending before

the court of appeals, which has stayed the effect of the Board's order.

Under the Senate amendments, as under the House bill, these carriers still would have their day in court.

Mr. Speaker, I move the previous question.

The previous question was ordered.

The conference report was agreed to.

A motion to reconsider was laid on the table.

#### EXEMPTION FROM INCOME TAX FOR SUPPLEMENTAL UNEMPLOYMENT BENEFIT TRUSTS—CONFERENCE REPORT

Mr. MILLS. Mr. Speaker, I call up the conference report on the bill (H.R. 8229) to amend the Internal Revenue Code of 1954 to provide an exemption from income tax for supplemental unemployment benefit trusts, and I ask unanimous consent that the statement of the managers on the part of the House be read in lieu of the report.

The Clerk read the title of the bill.

The SPEAKER. Is there objection to the request of the gentleman from Arkansas?

There was no objection.

The Clerk read the statement.

(For conference report and statement see proceedings of the House July 1, 1960.)

(Mr. MILLS asked and was given permission to extend his remarks at this point in the RECORD.)

Mr. MILLS. Mr. Speaker, the bill, H.R. 8229, introduced by our colleague, the Honorable VICTOR KNOX, of Michigan, provided an exemption from income tax for certain supplemental unemployment benefit trusts. The bill generally provided that to obtain exemption under the new provision a trust must meet certain requirements similar to the requirements imposed upon qualified pension trusts. The bill passed the House unanimously on September 3 of last year.

The Senate adopted a number of essentially technical amendments to the bill which were accepted by the House conferees. The purpose of one of these amendments is to make it clear that a supplemental unemployment benefit trust could make payments to an individual who was separated from the employment of his regular employer even though during his period of separation he might take some temporary employment until his regular job reopened. Your conferees considered this within the spirit of the House bill. It would be undesirable to discourage individuals from taking such temporary jobs until their regular jobs are again available.

The purpose of another Senate amendment is to make it clear that the new paragraph (17) is not the exclusive rule for obtaining tax exemption for a supplemental unemployment benefit trust. If a particular trust continues to meet the requirements of paragraph 9 of section 501(c) of present law, it can continue to be exempt under that paragraph. This amendment simply clarifies the intention of the House bill.



The Senate bill moved the effective date of the new provisions forward to taxable years beginning after December 31, 1959. This was necessary in view of the fact that a year has elapsed since the House acted on the bill.

On the floor of the Senate an amendment was adopted not related to the subject matter of the House bill. The floor amendment would have provided a limited exemption under section 501(c) (3) for certain nurses' registry organizations that limit their membership to individuals affiliated with a professional society, are supported by registration fees, and are controlled and operated by their registered members. The Senate conferees receded on this amendment.

(Mr. MASON asked and was given permission to extend his remarks at this point in the RECORD.)

Mr. MASON. Mr. Speaker, this legislation pertains to the income-tax exemption of certain supplemental unemployment benefit trusts.

Section 501(c) (9) of the Internal Revenue Code is construed to grant exemption from income tax to supplemental unemployment benefit trusts if no part of the trust's net earnings inures to the benefit of any private shareholder or individual and 85 percent or more of its income consists of contributions from members of the trust or their employers.

These supplemental unemployment benefit programs now have an important part in our free-enterprise system with respect to employee security and employee compensation. In general, these programs provide an employment related source of income to a worker during the time that he may be temporarily laid off or in the terminal phase of his employment. The creation of such plans has largely come about as a result of collective-bargaining negotiations and are financed by payments made by the employer to the trust.

As I have explained, the applicable code provision under which tax-exempt status arises limits to 15 percent the trust income in a year that can come from sources other than employer-employee contributions. Many of these trusts have now reached the point where investment income exceeds the 15-percent limitation. The purpose of H.R. 5229 is to continue tax-exempt status for trusts providing unemployment-compensation benefits even though investment and other noncontribution income may exceed the 15-percent limitation.

In acting on this legislation the Senate adopted amendments previously approved by the Senate Finance Committee to the House-passed bill which may generally be termed to be perfecting amendments still carrying out the basic purposes of the bill as originally introduced.

One of the Senate amendments makes it clear that a SUB trust may continue to qualify for income-tax exemption under section 501(c) (9) if the trust meets the requirements of that paragraph.

A second Senate amendment amends the definition of supplemental unemployment compensation benefits to make

it clear that the term includes payments made under a plan although an employee accepts temporary employment during the period he is not on the employer's payroll.

A third Senate amendment changes the effective date because of the passage of time since the House action so that the bill would apply to taxable years beginning after December 31, 1960. The House-Senate conference agreement now being considered by the membership of the House approves these three Senate amendments.

A fourth Senate amendment which was adopted on the floor of the Senate would grant for any taxable year beginning before July 1, 1961, income-tax exemption under section 501(c) (3) of the Internal Revenue Code to any nurses' registry organization or association. The time limitations imposed on the conferees as a consequence of the imminence of the forthcoming recess has resulted in the deletion of this Senate floor amendment. I would make it clear that this action was taken without prejudice to the merits of the amendment or any pending tax matters that may pertain to this question.

Mr. Speaker, I join with the distinguished chairman of the Committee on Ways and Means in urging that the House approve this conference agreement.

The SPEAKER. The question is on the conference report.

The conference report was agreed to.

A motion to reconsider was laid on the table.

#### SUSPENSION OF DUTIES ON METAL SCRAP—CONFERENCE REPORT

Mr. MILLS. Mr. Speaker, I call up the conference report on the bill (H.R. 11748) to continue until the close of June 30, 1961, the suspension of duties on metal scrap, and for other purposes, and I ask unanimous consent that the statement of the managers on the part of the House be read in lieu of the report.

The Clerk read the title of the bill.

The SPEAKER. Is there objection to the request of the gentleman from Arkansas?

There was no objection.

The Clerk read the statement.

(For conference report and statement see proceedings of the House July 1, 1960.)

(Mr. MILLS asked and was given permission to extend his remarks at this point in the RECORD.)

Mr. MILLS. Mr. Speaker, H.R. 11748 provides for a continuance for 1 year, from the close of June 30, 1960, to the close of June 30, 1961, of the suspension of duties on metal scrap. The Senate amended H.R. 11748 by adding three provisions to it.

The first amendment covered the context of S. 3349 which was introduced by Senator TALMADGE. This amendment provides for a new subparagraph of paragraph 758 to cover fresh coconut meat which has not been desiccated and fixes a rate of duty of  $1\frac{1}{2}$  cents per pound. Paragraph 758 at present covers "coco-

nut meat desiccated and shredded, or similarly prepared" and provides for a rate of duty of  $1\frac{1}{4}$  cents per pound. Nondesiccated coconut meat, which was not an article of commerce at the time the Tariff Act was written, has not had a separate classification in the tariff and consequently has been dutiable at a rate of 20 percent ad valorem under the provisions of paragraph 1558 of the Tariff Act of 1930. The 20-percent ad valorem duty which is presently applied results in a specific rate of duty that is greater than that applicable to desiccated coconut meat despite the fact that such coconut meat has not been subject to desiccation. The proposed rate of duty of  $1\frac{1}{2}$  cents per pound would equalize that rate with the present rate on desiccated coconut, on a fresh basis.

The House receded on this amendment.

The second amendment of the Senate provided for the duty-free importation of tight barrelheads of soft wood. This amendment would limit the transfer of barrelheads to the free list to those made of soft wood and which are used in the manufacture of tight barrels, that is to say, barrels designed for use in holding liquids. The text of this amendment is the same as H.R. 7216 introduced by the gentleman from Washington [Mr. MAGNUSON] and referred to the Committee on Ways and Means. The committee received favorable reports on this bill from all the reporting agencies. No objection was found to this amendment.

The House receded on this amendment.

The third amendment of the Senate to H.R. 11748 has the same purpose as S. 3021 introduced by Senator ENGLE and H.R. 9685 introduced by the gentleman from California [Mr. KING] and H.R. 9920, introduced by the gentleman from Wisconsin [Mr. BYRNES]. This amendment would provide that steamship and air carriers operating between Alaska and Hawaii and any other part of the United States may be able to obtain certain supplies for use on vessels or aircrafts free of customs duty and excise tax. Prior to the admission of Alaska and Hawaii as States, steamship companies and air carriers operating between those territories and the continental United States were able to withdraw from customs and internal revenue custody certain supplies for use on vessels or aircraft engaged in such trade, free of customs duty and excise tax. This was possible under the provisions of section 309 of the Tariff Act of 1930. The Senate amendment would restore this status and would permit carriers terminating their routes at Alaska or Hawaii to enjoy the same exemption from duties and excise taxes as is enjoyed by carriers operating to foreign destinations via either of these two States. The Senate, however, limited the free withdrawal privilege so that it shall not apply to petroleum products for vessels or aircraft in voyages or flights exclusively between Hawaii and Alaska and any airport or Pacific coast seaport of the United States. The purpose of this limitation is to safeguard the mandatory oil import program that has been pro-









Public Law 86-657  
86th Congress, H. R. 10495  
July 14, 1960

AN ACT

74 STAT. 522.

To authorize appropriations for the fiscal years 1962 and 1963 for the construction of certain highways in accordance with title 23 of the United States Code, and for other purposes.

*Be it enacted by the Senate and House of Representatives of the United States of America in Congress assembled,*

SHORT TITLE

SECTION 1. This Act may be cited as the "Federal Highway Act of 1960".

AUTHORIZATIONS

SEC. 2. For the purpose of carrying out the provisions of title 23 of the United States Code the following sums are hereby authorized to be appropriated:

(1) For the Federal-aid primary system and the Federal-aid secondary system and for their extension within urban areas out of the Highway Trust Fund, \$925,000,000 for the fiscal year ending June 30, 1962, and \$925,000,000 for the fiscal year ending June 30, 1963. The sums authorized in this paragraph for each fiscal year shall be available for expenditure as follows:

(A) 45 per centum for projects under the Federal-aid primary system;

(B) 30 per centum for projects on the Federal-aid secondary system;

(C) 25 per centum for projects on extensions of Federal-aid primary and Federal-aid secondary systems within urban areas.

(2) For forest highways, \$33,000,000 for the fiscal year ending June 30, 1962, and \$33,000,000 for the fiscal year ending June 30, 1963.

(3) For forest development roads and trails, \$35,000,000 for the fiscal year ending June 30, 1962, and \$40,000,000 for the fiscal year ending June 30, 1963.

(4) For park roads and trails, \$18,000,000 for the fiscal year ending June 30, 1962, and \$18,000,000 for the fiscal year ending June 30, 1963.

(5) For parkways, \$16,000,000 for the fiscal year ending June 30, 1962, and \$16,000,000 for the fiscal year ending June 30, 1963.

(6) For Indian reservation roads and bridges, \$12,000,000 for the fiscal year ending June 30, 1962, and \$12,000,000 for the fiscal year ending June 30, 1963.

(7) For public lands highways, \$3,500,000 for the fiscal year ending June 30, 1962, and \$3,000,000 for the fiscal year ending June 30, 1963.

FEDERAL-AID PARTICIPATION IN PUBLIC LAND STATES

SEC. 3. That section 120(a) of title 23, United States Code, is hereby amended by striking out "unappropriated and unreserved public lands and nontaxable Indian lands, individual and tribal," and inserting in lieu thereof "nontaxable Indian lands, individual and tribal, and public domain lands (both reserved and unreserved) exclusive of national forests and national parks and monuments,".

PAYMENTS ON FEDERAL-AID PROJECTS UNDERTAKEN BY A FEDERAL AGENCY

SEC. 4. (a) That chapter 1 of title 23 of the United States Code is amended by inserting at the end thereof a new section as follows:

**"§ 132. Payments on Federal-aid projects undertaken by a Federal agency**

"Where a proposed Federal-aid project is to be undertaken by a Federal agency pursuant to an agreement between a State and such Federal agency and the State makes a deposit with or payment to such Federal agency as may be required in fulfillment of the State's obligation under such agreement for the work undertaken or to be undertaken by such Federal agency, the Secretary, upon execution of a project agreement with such State for the proposed Federal-aid project, may reimburse the State out of the appropriate appropriations the estimated Federal share under the provisions of this title of the State's obligation so deposited or paid by such State. Upon completion of such project and its acceptance by the Secretary, an adjustment shall be made in such Federal share payable on account of such project based on the final cost thereof. Any sums reimbursed to the State under this section which may be in excess of the Federal pro rata share under the provisions of this title of the State's share of the cost as set forth in the approved final voucher submitted by the State shall be recovered and credited to the same class of funds from which the Federal payment under this section was made."

(b) The analysis of chapter 1 of title 23 of the United States Code is amended by inserting at the end thereof the following:

"132. Payments on Federal-aid projects undertaken by a Federal agency."

**APPROACH ROADS TO FERRY FACILITIES**

SEC. 5. (a) Section 129 of title 23, United States Code, is hereby amended by adding thereto the following new subsection:

"(e) Notwithstanding the provisions of section 301 of this title, the Secretary may permit Federal participation under this title in the construction of a project constituting an approach to a ferry, whether toll or free, the route of which has been approved under section 103 (b) or (c) of this title as a part of one of the Federal-aid systems and has not been designated as a route on the Interstate System. Such ferry may be either publicly or privately owned and operated, but the operating authority and the amount of fares charged for passage shall be under the control of a State agency or official, and all revenues derived from publicly owned or operated ferries shall be applied to payment of the cost of construction or acquisition thereof, including debt service, and to actual and necessary costs of operation, maintenance, repair, and replacement."

(b) The caption of section 129 of title 23, United States Code, is amended to read as follows:

**"Toll Roads, Bridges, Tunnels, and Ferries."****REPAYMENT OF FEDERAL-AID FUNDS**

SEC. 6. (a) The amount of all Federal-aid highway funds paid on account of those sections of Federal-aid Interstate Route 95 in the States of Delaware and Maryland from a point in the vicinity of Farnhurst, Delaware, to a point in the vicinity of the proposed White-marsh Interchange in Baltimore County, Maryland, proposed as the location for a toll express highway, shall, prior to the collection of tolls thereon, be repaid to the Treasurer of the United States and the amount so repaid shall be deposited to the credit of the appropriation for "Federal-Aid Highways (Trust Fund)". At the time of such repayment, the Federal-aid projects with respect to which such funds have been repaid and any other Federal-aid project located on such sections of said Interstate Route and programed for Federal-aid participation shall be canceled and withdrawn from the Federal-aid



highway program. Any amount so repaid, together with the unpaid balance of any amount programed for expenditure on any such project, shall be credited to the unprogramed balance of Federal-aid highway funds of the same class last apportioned to the States, respectively. The amount so credited shall be available for expenditure in accordance with the provisions of title 23, United States Code, as amended or supplemented.

(b) Upon the repayment of Federal-aid highway funds and the cancellation and withdrawal from the Federal-aid highway program of all projects on said sections of Federal-aid Interstate Route 95, as provided in subsection (a) of this section, such sections of said route shall become and be free of any and all restrictions contained in title 23, United States Code, as amended or supplemented, or in any regulation thereunder, with respect to the imposition and collection of tolls or other charges thereon or for the use thereof.

#### DEFINITIONS

SEC. 7. For the purposes of section 2 of this Act each of the following terms shall have the same meaning as is given it in section 101 of title 23 of the United States Code:

- (1) Forest development roads and trails;
- (2) Forest highway;
- (3) Indian reservation roads and bridges;
- (4) Park roads and trails;
- (5) Parkway;
- (6) Public lands highways;
- (7) Federal-aid primary system;
- (8) Federal-aid secondary system;
- (9) Urban area.

#### AMENDMENTS TO TITLE 23

SEC. 8. (a) Subsection (c) of section 129 of title 23, United States Code, is amended by striking out "under prior Acts".

(b) The first sentence of section 203 of title 23, United States Code, is amended by striking out "Funds now authorized" and inserting in lieu thereof "Funds authorized".

(c) The second sentence of subsection (a) of section 205 of title 23, United States Code, is amended by striking out "construction".

(d) Section 210 of title 23, United States Code, is amended by adding at the end thereof the following new subsection:

"(g) If the Secretary shall determine that it is necessary for the expeditious completion of any defense access road project he may advance to any State out of funds appropriated for defense access roads transferred and available to the Department of Commerce the Federal share of the cost of construction thereof to enable the State highway department to make prompt payments for acquisition of rights-of-way, and for the construction as it progresses. The sums so advanced shall be deposited in a special fund by the State official authorized by State law to receive such funds, to be disbursed solely upon vouchers approved by the State highway department for rights-of-way which have been or are being acquired and for construction which has been actually performed under this section. Upon determination by the Secretary that funds advanced to any State under the provisions of this subsection are no longer required, the amount of the advance which is determined to be in excess of requirements for the project shall be repaid upon his demand, and such repayments shall be returned to the credit of the appropriation from which the funds were advanced."

(e) Section 305 of title 23, United States Code, is amended by striking out "under the Federal-Aid Highway Act of 1956," and inserting in lieu thereof "to carry out this title".

(f) Subsection (a) of section 114 of title 23, United States Code, is amended by adding at the end thereof the following new sentence: "On any project where actual construction is in progress and visible to highway users, the State highway department shall erect such informational sign or signs as prescribed by the Secretary, identifying the project and the respective amounts contributed therefor by the State and Federal Governments."

(g) Paragraph (5) of subsection (b) of section 104 of title 23, United States Code, is amended by striking out the last sentence thereof.

Approved July 14, 1960.





